U. S. DEPARTMENT OF LABOR
JAMES J. DAVIS, Secretary
CHILDREN'S BUREAU
GRACE ABBOTT, Chief

CHILD WELFARE IN NEW JERSEY

PART 1.—STATE SUPERVISION AND PERSONNEL ADMINISTRATION

By

WILLIAM J. BLACKBURN

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CONTENTS

	Page
Letter of transmittal	v
Introduction	1
The work of the New Jersey State department of institutions and agencies	7
Historical background of State supervision	7
Beginnings of public supervision	7
Council of charities and corrections, 1883–1886	7
State charities aid and prison reform association, 1886–1918	7
Department of charities and corrections, 1905–1918	9
Reorganization of 1918—the State board of control	10
Present system of public supervision and control	12
Organization and functions of the State department of institutions and agencies	12
Executive and advisory organization	12
Functional organization	12
Administrative organization	14
Personnel of the State board of control and of the department of institutions and agencies	20
Policies of the State board of control and of the department of institutions and agencies	21
Internal administration and control	21
External cooperation, education, and supervision	28
Summary and recommendations	34
Review of New Jersey's experience in supervision	34
Results of seven years of central control	34
Recommendations	36
The general problem of supervision	37
Civil service in New Jersey	39
The problem of civil service	39
Early years of civil service in New Jersey	41
The present system of civil service in New Jersey	42
The commission	42
The field of civil service	43
New Jersey civil-service administration	44
Classification of positions	44
Compensation supervision under civil service	46
Selection of public personnel	47
Certification and appointment	50
Regulation and improvement of the service	51
Suspension, reduction, and discharge	52
Publicity and reports	55
Retirement and pension	56
Appendix A.—Summary of the New Jersey civil service law	57
B.—Examples of examinations held and blanks and forms used by the Civil Service Commission of New Jersey	64

LETTER OF TRANSMITTAL

UNITED STATES DEPARTMENT OF LABOR,
CHILDREN'S BUREAU,
Washington, January 15, 1927.

SIR: There is transmitted herewith a report on Child Welfare in New Jersey, Part 1—State Supervision and Personal Administration, by William J. Blackburn, the first of a series of studies of child welfare in New Jersey undertaken by the social-service division of the Children's Bureau at the request of the New Jersey State Board of Control and the Commissioner of Institutions and Agencies. The several studies were made by specially qualified experts, with Mr. Blackburn serving as coordinator for the group. As they are completed, reports are being submitted to the board of control and the commissioner of institutions and agencies and to the executives and boards of the institutions and agencies immediately concerned for criticism and suggestions. The agents of the Children's Bureau had at all times the full and cordial cooperation of all these officers in making the investigation.

Respectfully submitted.

GRACE ABBOTT, *Chief.*

Hon. JAMES J. DAVIS,
Secretary of Labor.

CHILD WELFARE IN NEW JERSEY

PART 1.—STATE SUPERVISION AND PERSONNEL ADMINISTRATION

INTRODUCTION

Because of its geographical location and its historical development New Jersey has held, from colonial times, a position of economic and political importance out of all proportion to its area and population. It controls the lines of direct communication between Philadelphia and New York; its suburban districts give homes to unnumbered metropolitan workers; its farms supply food for these cities; and its mines, quarries, mills, and factories furnish raw materials and a great diversity of manufactured products to the world's markets. The tired city family may enjoy its clear glacial lakes and its cool mountain valleys, or its long and delightful seacoast, which has become the summer playground of the East.

Within a land area of only 7,514 square miles New Jersey possesses a variety of resources found in few great States. In the northern mountains it has rich zinc and iron mines, marble and granite quarries, and prosperous dairy farms. The rolling hills farther south support productive orchards. These grade into an area of rich general farm lands and this again into a fertile fruit and truck region. Sand and clay products from this district have given the State its leadership in ceramics. Toward the southern seacoast stretches a great pine belt, a land of cranberry bogs, of wild, sandy pine barrens, and of salt marshes. Numerous inlets and bays supply large quantities of oysters and clams and permit profitable fishing. The population of New Jersey represents a variety of elements well suited to progressive development in economic, political, and social fields.

The original population of East Jersey was extremely heterogeneous. In what is now Bergen County the Dutch were predominant. In Essex and Middlesex Counties, Puritan New Englanders from New Haven colony, Conn., constituted a majority of the population. They brought with them the democratic political institution of the town meeting. Quakers and Baptists from Rhode Island settled Monmouth County, and Scottish immigrants populated the region around Perth Amboy in Middlesex County. Many Germans settled around New Brunswick. This composite nature of the population doubtless goes a long way toward accounting for its turbulent political history.

The population of West Jersey was more homogeneous. There were a few Swedes, but the mass of the population were middle-class Englishmen, at first mainly Quakers. As compared with East Jersey, West Jersey enjoyed a peaceful and harmonious existence.[1]

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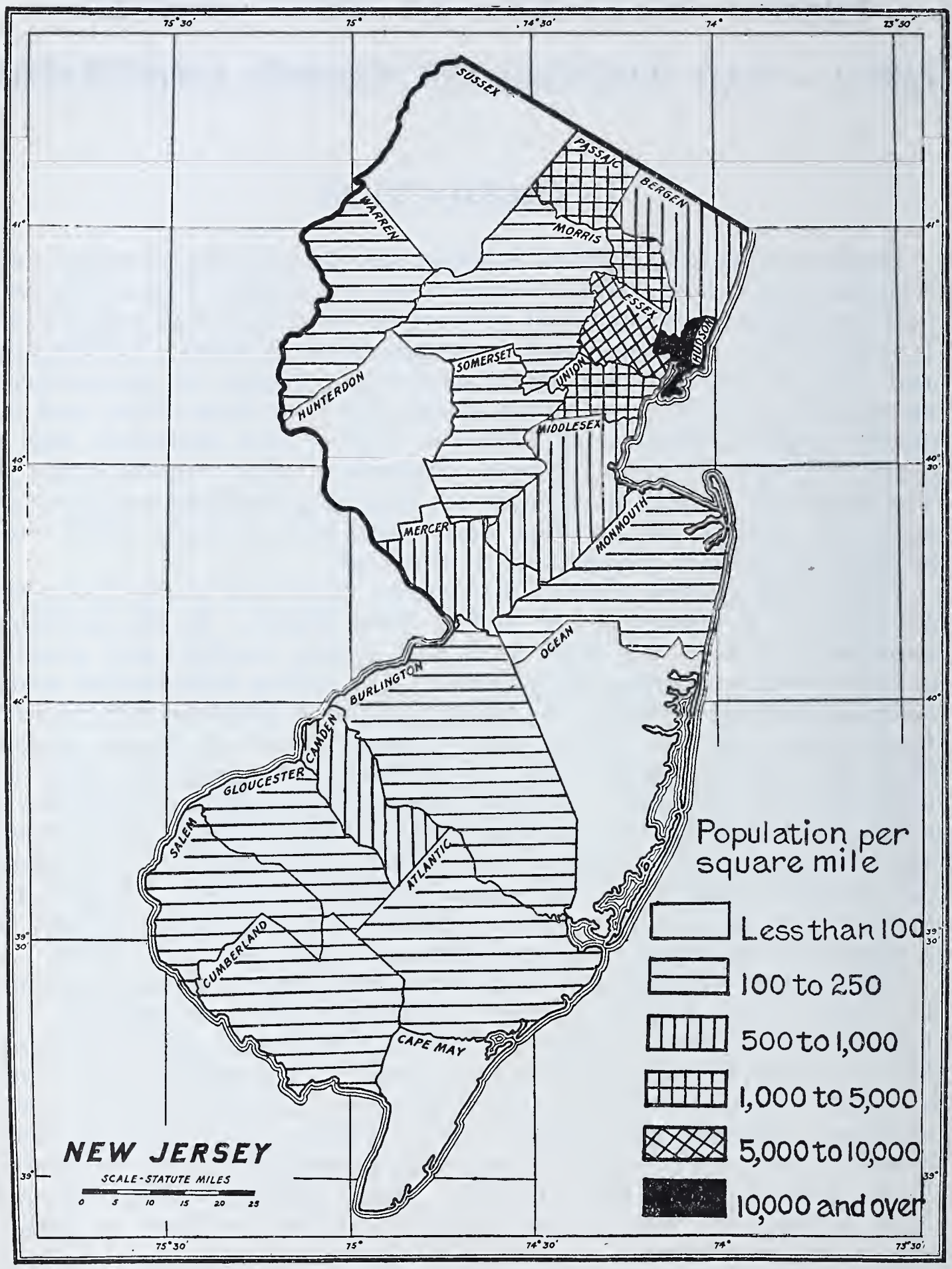
[1] Tanner, Edwin P.: The Province of New Jersey, 1664–1738, pp. 25–29. Columbia University, New York, 1908.

The passing years have wrought great changes but have never entirely obliterated these regional differences. To-day northeastern New Jersey remains a land of diverse population, much like New York City next door. It has not lost all trace of its pioneer stocks



nor its traditional political tendencies. The central and southern part of the State largely retains the conservative English and Quaker influences that characterized the peaceful past. With the growth of the industrial cities of Trenton and Camden and the busy manufacturing towns along the Delaware River between them, however, a

considerable foreign element has been added to the population of this district. Even more recently some of these peoples, notably Italians, Poles, and Jews, have left the cities and become small farmers and fruit growers in colonies scattered throughout central and southern New Jersey. Much of the farm labor there also is Italian, although the Negro holds an important place in this work. Even the pine belt has not escaped the progressive changes of the day. Seashore resorts are pushing it back from the coast, immigrant farmers are clearing out large tracts for vineyards or orchards, the State's highway department is penetrating its depths with excellent motor roads, and the educational authorities are replacing the isolated rural schools with well-equipped consolidated schools.

The great variety in economic, social, historical, and political resources of the State has been reflected in an equal diversity of social problems and opportunities. In many lines of social welfare, such as education, health, the administration of charitable and correctional institutions, public and private research, provision for the feeble-minded and insane, and various related fields, New Jersey holds an honored place. In a few respects its practices, as in poor-relief administration, have fallen behind its ideals. The State may be thought of, in fact, as a great social laboratory.

The accompanying map (see p. 2) indicates how widely one part of the State differs from another in density of population. Thus it may be seen that though Hudson County averages 14,631.5 population a square mile, several counties, such as Sussex, Hunterdon, Ocean, and Cape May, average less than 100 a square mile. The concentration in most of the northeastern counties is much greater than the averages indicate, owing to their large areas of uninhabitable tide marsh and sparsely settled mountain valleys. The following figures indicate the steady trend of population toward urban and away from rural districts:

TABLE 1.—*Urban and rural population in New Jersey, 1900, 1910, 1920*[1]

Class of population	1900		1910		1920	
	Number	Per cent distribution	Number	Per cent distribution	Number	Per cent distribution
Total	1,883,669	100.0	2,537,167	100.0	3,155,900	100.0
Urban	1,329,162	70.6	1,907,210	75.2	2,474,936	78.4
Rural	554,507	29.4	629,957	24.8	680,964	21.6

[1] Fourteenth Census of the United States, 1920, Vol. III, Population, p. 636. Washington, 1922.

The table following shows the importance of industrial work in New Jersey and the large percentage of its population engaged in urban occupations:

TABLE 2.—*Occupations of persons 10 years of age and over, by sex, New Jersey, 1920* [1]

Occupation group	Total	Male		Female	
		Number	Per cent distribution	Number	Per cent distribution
Total	1,310,653	1,014,663	100.0	295,990	100.0
Agriculture, forestry, and animal husbandry	61,153	59,200	5.8	1,953	.7
Extraction of minerals	3,935	3,922	.4	13	(2)
Manufacturing and mechanical industries	628,575	516,750	50.9	111,825	37.8
Transportation	111,115	104,616	10.3	6,499	2.2
Trade	144,593	124,213	12.2	20,380	6.9
Public service (not elsewhere classified)	34,624	34,257	3.4	367	.1
Professional service	70,119	41,913	4.1	28,206	9.5
Domestic and personal service	104,913	42,334	4.2	62,579	21.1
Clerical occupations	151,626	87,458	8.6	64,168	21.7

[1] Fourteenth Census of the United States, 1920, Vol. IV, Population—Occupations, pp. 92–108. Washington, 1923.
[2] Less than one-tenth of 1 per cent.

The Children's Bureau consented to undertake a survey of certain phases of child welfare in New Jersey because it presented an opportunity to study several important aspects of special care for families and children such as characterize both urban and rural districts and both highly industrialized and varied agricultural regions of the eastern seaboard. The request for this study came from the New Jersey State Board of Control and the Commissioner of Institutions and Agencies, who believed that the State was making unusual progress in some lines of social endeavor but realized that the program was not developing in perfect symmetry. These State agencies wished to have their own work and that of related local public and private agencies checked up by an unbiased authority, feeling that only by such a frank study of both strong and weak points could they discover the basic facts on which to develop a well-balanced program for the future.

Limitations in both personnel and time prevented the study's including the entire State. The State board of control selected Essex, Mercer, Monmouth, and Burlington Counties as representative of the various regions in the State and at the same time as readily accessible from either Trenton or Newark. Had it been possible to include one of the northwestern mountain counties the study would have included all the types of districts in the State. The four counties chosen represent the great metropolitan district of the north, the seashore playgrounds, the central industrial district, and the fertile farming, fruit, and truck region and a section of the pine belt.

The study was limited on one hand to general aspects of social administration and on the other to detailed surveys of the State's service to dependent and delinquent children. A brief study of private institutional and agency care for dependent children and families was included. Under the first heading surveys were made of the organization and administration of the New Jersey State Department of Institutions and Agencies, public-personnel administration, poor-relief administration, and community organization. Un-

der the second heading detailed field studies were made of the work of the State's agency for the care of dependent children and widowed mothers, and of its institutions and agencies for the care of delinquent children. It was not feasible to include on the survey staff an expert to study the public and private care for feeble-minded children, in which field New Jersey has made notable contributions, and therefore this field was covered only by a statistical survey.

At the same time that the social-service division of the Children's Bureau was making these studies the industrial division was making an extensive study of conditions among working children, limited chiefly to the industrial cities of the northern part of the State.

As a foundation for the special studies the records of the institutions and agencies for a five-year period, from April 1, 1920, to March 31, 1925, were consulted to obtain figures on all commitments of children under 18 years of age from Essex, Mercer, Monmouth, and Burlington Counties, to the State board of children's guardians, the State home for boys, the State home for girls, the State reformatory for men, the State reformatory for women, the State institution for feeble-minded women, the two State colonies for feeble-minded males, and the training school at Vineland. (Although the training school at Vineland is under private management it provides care at State expense for a large number of the trainable type of defective boys and girls.) These figures, summarized and compared, furnished valuable information on which to base plans for the rest of the survey.

A series of detailed case studies was made to determine the extent and kind of cooperation existing among social agencies, both public and private, to check the results of their work, and to furnish illustrations for the reports.

THE WORK OF THE NEW JERSEY STATE DEPARTMENT OF INSTITUTIONS AND AGENCIES

HISTORICAL BACKGROUND OF STATE SUPERVISION

BEGINNINGS OF PUBLIC SUPERVISION

As early as 1866 public interest in social welfare in New Jersey led to the appointment of a sanitary commission instructed to secure facts about conditions in charitable institutions, means of preventing pauperism, and methods of treating insanity. A similar commission was appointed in 1874. Neither of these commissions succeeded in getting its recommendations enacted into law. However, when the State board of health was created in 1877 it was charged with the oversight of health conditions in public institutions and exercised a degree of sanitary supervision over them for several years. Experience in the limitations of its work led the board to advocate the creation of a body with more general supervisory powers.

COUNCIL OF CHARITIES AND CORRECTIONS, 1883–1886

By an act of March 23, 1883,[1] an unsalaried council of State charities and corrections, consisting of six persons and the governor ex officio, was created. The members were duly appointed by the governor and confirmed by the senate, the council being organized on May 20, 1884. The council was directed to secure information as to what State, county, township, and city charitable and correctional institutions there were, to get from these institutions regular reports covering the age, sex, nationality, marital status, orphanage, costs, and sundry related facts about their inmates, and to supervise their work in certain ways. It was not provided, however, with either funds or authority adequate to its task. Response from the institutions varied from complete cooperation to equally complete indifference. Though it found much that was good the council also met so much opposition to its efforts to improve bad conditions that its third annual report (1886) contains the following statement: "Experience teaches that recommendations of this kind are looked upon by those controlling the institution as an unwarrantable interference." The council was abolished in 1886, although the original law apparently was not repealed before 1896.[2]

STATE CHARITIES AID AND PRISON REFORM ASSOCIATION, 1886–1918

Even before the trial of a State council to supervise public institutions a distinct movement had begun in Morris County which

[1] N. J., Laws of 1883, ch. 205, p. 249.

[2] N. J., Laws of 1896, ch. 124.

was destined to play the chief part in public supervision during the next 30 years. In 1881 a group of public-spirited women, stirred by the discovery of serious conditions in their county almshouse, called a meeting to decide on some remedy. The principal speaker represented the New York State Charities Aid Association, which had been organized in 1872. As a result of this meeting these women founded a Morris County Charities Aid Association on the general lines of the New York organization. Their earnestness is proved by the fact that within the year (on December 16, 1881) they incorporated the Morris County Children's Home at Parsippany to provide better care for orphans, till then kept in the almshouse. While the State council was losing ground against overwhelming odds, the new idea of supervision of the public agencies by a private organization was gaining favor in the public mind. Morris County succeeded so well that by 1886 the time seemed ripe to extend the work over a larger field. On March 24, 1886, the State Charities Aid Association of New Jersey was organized and a constitution adopted. Its objects were stated as follows:

1. To promote improvement of the mental, moral, and physical condition of the inmates of all State institutions, county poorhouses, city almshouses, prisons, jails, penitentiaries, and reformatories, lunatic asylums, orphan asylums, and all places where for charitable, penal, or reformatory purposes any individual is supported at public charge.

2. To induce the adoption by the community at large of such measures in the organization and administration of both public and private charity as may develop the self-respect and increase the power of self-support of the poorer classes of society.

During 1886 the governor signed a bill, which had passed both houses of the legislature without opposition, providing that on the application of a duly authorized member of the State association any justice of the supreme court might grant "an order enabling such person or persons to visit, inspect, and examine in behalf of said association, any of the county, town, township, or city poorhouses, prisons, jails, penitentiaries, reformatories, lunatic or orphan asylums located within any of the counties in which said justice may be appointed to hold the circuit court thereof." Further, officers of all such institutions were ordered to render "every facility within their power to enable them to make, in a thorough manner, their visit, inspection, and examination," which were declared to be for a public purpose.

The legislature appropriated $600 [3] annually for the publication of the association's yearly reports. Through such legislative sanction and by the ability and devotion of its officers the State Charities Aid Association became the generally recognized agency of the State for the supervision of public charitable and correctional institutions. It appears that State institutions, not being included in the provisions of the act of April 7, 1886, more or less escaped any adequate supervision for several years longer. In time, however, the association extended its work to cover these institutions also.

Supervision of private agencies also was not included in the provisions of the act. From its early days the association maintained

[3] This sum is still appropriated annually but is used now for the publication of the proceedings of the New Jersey State Conference of Social Work. This organization promotes social legislation, research, and the development of better standards of social work. Its committees function throughout the year.

a policy of cooperation and friendly interest in private agencies and stood ready at all times to extend to them whatever help it could give. Many of them responded, but the majority from that day to the present have looked with some distrust on any move toward adequate public supervision.

Members of the association as a result of their findings started the special investigation of conditions among children in almshouses that led to the creation of the New Jersey State Board of Children's Guardians in 1899.

In 1904 the Prison Reform Association was included with the States Charities Aid Association and the name was changed to the State Charities Aid and Prison Reform Association of New Jersey. Thereafter the association increased the emphasis on its supervision of correctional institutions. It retained its important place in the scheme of social reform up to 1918, when, with the inauguration of the new State department of institutions and agencies, the executive committee placed the property and charter in the hands of trustees, where they still remain, and the organization ceased to function.

DEPARTMENT OF CHARITIES AND CORRECTIONS, 1905–1918

Limitations in both its resources and its authority for adequate supervision of many of the State institutions, with the development of unwholesome conditions in some of them, convinced leaders in the State Charities Aid Association that only a public board of State charities could meet the need effectively. After years of agitation and effort a bill was introduced in the legislature to create such a board with ample powers. The act as passed and approved, however, created the office of the commissioner of charities and corrections with very limited authority.[4] The duties of the commissioner were defined as follows: Charge of the architecture and construction of State institutions; the inspection of charitable and correctional institutions receiving appropriations from the State treasury; and investigation concerning the management of charitable and correctional institutions, upon request of the governor.

This was understood to mark a clear distinction between the continued work of supervision of county and local public institutions by the State Charities Aid and Prison Reform Association and that of State institutions by the new State official. The arrangement worked reasonably well at first.

Observation of the policies and methods in use by many private charitable institutions and agencies, particularly those caring for children, led the State Charities Aid and Prison Reform Association to advocate public supervision of them, but this was not provided for in the 1905 legislation. The association in its annual report for 1911 states: "To advocate anything like State supervision of them, even though that supervision extends only so far as to authorize visitation and to require reports, is not popular, yet such supervision is an urgent need."[5]

Within four or five years a law was passed authorizing the commissioner of charities and corrections, on request of a private charit-

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[4] N. J., act of Mar. 25, 1905, Laws of 1905, ch. 57, p. 92.

[5] Annual Report of the Board of Managers of the State Charities Aid and Prison Reform Association for the year ending Oct. 31, 1911, p. 12. Trenton, 1912.

able organization, to inspect the organization and if it be found conforming to reasonable standards to issue it a certificate of indorsement. In his report for 1915, the commissioner states that only 26 per cent of such agencies had actually applied for indorsement, and recommended that "it should be made unlawful for any person, firm, corporation, or association to conduct or maintain * * * a boarding home for infants, to conduct or maintain a boarding home for children [the term 'boarding home' as used appears to include institution], or to engage in or assist in conducting a business of placing infants without having in full force a written license therefor from the department of charities and correction."[6]

Not, however, until 1918[7] was complete power of inspection of and report on private institutions conferred on the State's official welfare department. Even now it does not include the specific authority to revoke a license or require reforms in case conditions are found to be unsatisfactory. Whatever action may be necessary beyond that of suggestion or advice must be taken through court order, a situation which is bound to reduce the department's efficiency.

REORGANIZATION OF 1918—THE STATE BOARD OF CONTROL

The commissioner of charities and corrections, like his predecessors on the council of 1884, lacked the necessary authority to maintain high standards of work in the State institutions. In time the State Charities Aid and Prison Reform Association again felt compelled to extend its supervision to these State institutions, and public opinion became concerned over various reports coming from some of them. The governor decided that the time had come to make a thorough study of the situation and to reorganize the whole plan of State supervision and administration on a more efficient and businesslike basis.

Early in 1917 two commissions were appointed, one to investigate into the conditions of penal, reformatory, and correctional institutions[8] of the State and the other to investigate conditions in institutions other than those which came under the supervision of the department of charities and corrections. After nearly a year of investigation, conference, and hearings, aided by experts and assisted by a committee of the State Charities Aid and Prison Reform Association, these two commissions concurred in a report which recommended the passage of an act to create a strongly centralized State board of control.

Pursuant to these recommendations a bill was introduced and enacted.[9] This act, and its later amendments, created one of the most powerful boards of control in the United States. Only by recalling the foregoing history of public supervision in New Jersey is it possible to understand the inclusion of certain features and the rejection of others in this act.

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[6] Eleventh Annual Report of the Department of Charities and Corrections, State of New Jersey, 1915, p. 22. Union Hill, N. J., 1916.

[7] N. J., Laws of 1918, ch. 147, sec. 125, as amended by Laws of 1922, ch. 95.

[8] Dr. George W. Kirchwey, internationally known authority on criminal law and prison reform, had charge of the investigation of penal institutions. Prof. Harry E. Barnes, of Columbia University, wrote the report.

[9] N. J., Laws of 1918, ch. 147, as amended; see Cum. Supp., 1911–1924, vol. 1, ch. 9.

The reaction from the older idea of supervision alone was so strong that the effort to secure actual administrative control by the new organization ran risks of going to equal lengths in the opposite direction. Both the general public and professional social workers inclined to forget the very real service of a purely supervisory program, quite apart from actual executive control. The history of public charities and corrections in many States indicates that concentration of both functions in a single body carries with it grave difficulties.

The new New Jersey State Board of Control of Institutions and Agencies (although the older title of department of charities and corrections was retained until the original act was amended in April, 1919) was duly appointed and employed as commissioner a man of extensive training and experience in institutional administration in New York and elsewhere. The next seven years were spent in building up an effective central department and in putting into effect the most urgent reforms or improvements recommended by the investigating commissions and their experts in 1917–18. It was a time of unusual stress and change in which nearly every form of social service faced serious difficulties. The present organization and program of the State board of control and its administrative department are the result of the experience gained during this period.

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PRESENT SYSTEM OF PUBLIC SUPERVISION AND CONTROL

ORGANIZATION AND FUNCTIONS OF THE STATE DEPARTMENT OF INSTITUTIONS AND AGENCIES[1]

EXECUTIVE AND ADVISORY ORGANIZATION

State board of control.

Under the law of 1918, as amended, the State board of control consists of eight members, at least one of whom shall be a woman. (Two women were on the board at the time of the study.) The members are appointed by the governor with the consent of the senate and may be removed by him for cause. The governor is a member ex officio. Members serve eight years. They receive actual expenses but no salaries.

Boards of managers of institutions and agencies.—Such boards are appointed by the State board with approval of the governor, and the members may be removed by the board for cause, after due notice. The boards consist of five to seven members (two or more to be women) who serve without salary for terms of three years. The boards appoint the chief executive officers of their respective institutions or agencies, and the officers, with the approval of the board, appoint all officers and employees of the institution or agency. Ultimate supervision, control, and authority, however, rest in the State board of control.

Advisory board on plans, design, and construction.—The State board appoints from 6 to 15 eminent architects, designers, engineers, and builders of the State to act as an advisory board, and it may remove them for cause. They serve for two years and receive actual expenses but no salaries. They advise the State board and commissioner, on request, on any matters pertaining to buildings or public works coming under their care.

The commissioner.—The commissioner of institutions and agencies is appointed by the State board of control and serves during its pleasure. He need not be a resident of the State of New Jersey. He receives a salary of $10,000 a year and must devote his entire time to his duties.

FUNCTIONAL ORGANIZATION

Powers and duties of the State board of control.

Budget estimates.—The board submits to the governor and joint appropriations committee of the legislature an annual budget estimate, all requests for transfer of funds, and all reports involving money expenditure for the department and the institutions and agencies under its control. These budget estimates are submitted to

[1] Data summarized from commissioner's book of official assignments to duty, of April, 1925.

the State board by the respective institutions and agencies and are studied and revised as the board sees fit before presentation to the governor and appropriations committee. The board also makes special reports on budget requests from county, other public, and private institutions asking for State funds.

Investigations.—The board investigates county, other public, and private institutions to ascertain whether or not they are being properly managed and conducted. It may report on these investigations but may not compel the adoption of its recommendations except by court order.

Policy control.—The board determines by general rules the manner in which the work of State charitable and correctional institutions and noninstitutional agencies is to be carried on, including the appointment of officers, construction of institutions, adoption of by-laws, establishment of parole systems, classification of plans, and systems of record keeping and statistics, and cooperates with the comptroller in carrying out the accounting system of the State in State institutions under its jurisdiction.

Control of State use and public works; employment of inmates.—The board has authority to manage the employment of institutional inmates on production for State use and "is empowered to make contracts with other governmental departments for the employment of inmates of various State institutions."

Coordination of program.

Staff conference.—This conference meets on alternate Mondays and is attended by the directors of divisions, the departmental steward, the farm supervisor, the investigator of private institutions, the collector, and the chief clerk of the central office.

Administrative council.—The administrative council consists of the chief executive officers of State institutions and agencies. It meets with the commissioner in alternate months "to exchange ideas, outline methods and plans of work, and to confer upon the general and specific problems which arise in the administration of the department."

Medical board.—The medical board consists of the four medical superintendents of the two hospitals for the insane, the hospital for epileptics, and the hospital for tuberculous diseases, respectively. This board meets with the commissioner to consider matters of special medical or administrative interest, at such times as he thinks desirable.

Powers and duties of the commissioner.

The commissioner of institutions and agencies is chief executive and chief administrative officer of the State board, its fiscal officer, and its official agent for all purposes, having general charge and supervision of the work of the department of institutions and agencies.

With the approval of the State board the commissioner appoints the various directors, officers, and other employees of the central office of the department, and fixes their salaries. He assigns and reassigns the directors, chiefs of divisions, and other officers to duty, and with the approval of the State board, assigns the secretary to do such work as he sees fit.

The commissioner acts as a channel of communication through which the State board deals with boards of managers and chief executive officers of the institutions and noninstitutional agencies, with other agencies, with governmental bodies, and with all persons holding official positions. The commissioner, as agent of the State board, issues all its communications to the public and to the press, supervises and carries out all orders, and administers all plans or programs which the State board adopts. He makes recommendations upon all matters brought to the attention of the State board and brings to its attention all matters which in his judgment call for its consideration.

In accordance with general rules adopted by the State board the commissioner transfers patients from one charitable institution to another, from one correctional institution to another, and brings to the attention of the courts cases requiring action by them. He approves admission blanks or forms prepared by the boards of managers, and by other officers in charge of various institutions in the State maintained for the care and custody of the insane, the tuberculous, the epileptic, and the feeble-minded.

Duties of secretary to State board.

The secretary is a member of the commissioner's staff and performs the usual duties pertaining to that office. In addition the secretary analyzes, reviews, and summarizes for the commissioner all progress reports submitted to him by the executive heads of institutions and agencies under the control of the department.

ADMINISTRATIVE ORGANIZATION

The organization of the New Jersey State Department of Institutions and Agencies, as outlined in the following pages, though based on the commissioner's official book of assignments to duty, must not be taken as a picture exact in every detail. The organization is dynamic rather than static, varying somewhat in particular form or function to meet existing needs. The general outline purports rather to show relationships between departmental divisions and sections and the institutions or agencies, and their responsible boards and executives, than to suggest any fixed or inelastic mold into which the organization had been cast. Healthy growth and smooth operation require reasonable flexibility in detail as much as definite standards in general policy. Throughout the seven years since the department was created this ideal has been met within reasonable bounds.

A. Division of administration, industry, and labor

Director of division.[2]

(*a*) General duties:

1. General supervision of records, maintenance activities, supplies, and equipment of institutions.
2. Cooperation in reconstruction and readjustment of institutions to meet existing needs.
3. Cooperation with institutions in matters of classification, segregation, care, treatment, and employment of inmates.

[2] No director had actually been appointed. The commissioner personally directed the general administrative program.

Director of division—Continued.
(*b*) Special duties:
1. Responsibility for control of expenditure accounts.
2. Development of social, financial, and industrial statistics.
3. Special studies of fiscal matters.
4. Study of best means for establishing and developing new institutional industries.

Director of State-use industries.[3]
General duties:
1. General supervision of all State-use industries and accounts.
2. Cooperation in regard to such industries and the use of inmate labor in agriculture and highway construction.

Departmental steward.
General duties:
Charge of matters pertaining to food and clothing of institution inmates.

Farm supervisor.
General duties:
Charge of agricultural operations.

Clerical staff.
Chief clerk, an estimate and quotations clerk, five bookkeepers, and five clerks and typists.

A1. Central filing and stenographic section[4]

Chief clerk.
(*a*) General duties:
1. Supervision of stenographic and clerical assistance to the divisions.
2. Charge of office supplies.
3. Responsibility for department library.

(*b*) Special duties:
The chief clerk attended to the routine work involved in deportation cases and supervised the routine involved in dependent-children cases requiring the attention of the department.

Clerical staff.
Eighteen clerks and stenographers. (Eight of these had special assignment to the division of parole and domestic relations; and one had a special assignment to the food and dietetics section under the departmental steward.)

A2. Accounting and auditing section[5]

Principal bookkeeper.
General duties:
1. General charge of accounts and accounting systems for the department and the institutions and agencies under its control.

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[3] A "State-use division" is referred to in reports but does not appear as such in the official book of assignments to duty of 1925.
[4] Though concerned with administrative routine this section was under the immediate direction of the commissioner.
[5] Though administrative this section was under the immediate supervision of the commissioner.

Principal bookkeeper—Continued.
General duties—Continued.
2. Assisting in preparation of budgets.
3. Checking of all reports and accounts.
4. Auditing and surveying the work of institutions and agencies under the department.

Clerical staff.
One senior clerk and one senior clerk-bookkeeper.

A3. Collection section[6]

Collector.
General duties:
1. Collection of accounts due institutions.
2. Investigation of and reporting on financial ability of relatives of patients or wards in State institutions who are partly or wholly indigent.

Staff.
One assistant institutional collector.

B. Division of architecture and construction[7]

Director.
Had charge of all State building and construction, alteration and repairing, except that for the public-school system, and supervised the following subdivisions of the division: (1) Designing; (2) civil engineering; (3) mechanical engineering; (4) architectural drafting; (5) specification writing and estimating; (6) clerical and accounting; and (7) supervision of construction.

Staff.
A considerable permanent staff and a temporary staff of engineers, designers, and builders, as large as was needed to handle the construction program at a given time.

C. Division of inspection[8]

Director.[9]
General duties:
1. Inspection of public and private[10] charitable or correctional institutions.
2. Supervision of staff of institution inspectors.
3. Charge of inspection records.
4. Recommendation of changes in policy or administration of institutions visited.

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[6] Since July, 1926, this section has been consolidated with the division of inspection, legal settlement, and collections. At the time of the study this section was directly under the supervision of the commissioner.

[7] Added to the department Mar. 27, 1921 (N. J., Laws of 1921, ch. 100).

[8] Since July, 1926, this division has been enlarged to include the work of the following staff: (1) Director of inspection; (2) supervisor of nursing and inspector of child-caring institutions and agencies; (3) legal settlement and deportation agent; (4) State adjuster; (5) assistant State adjuster. The adjuster handles all payments of money by or to the State for the care of inmates of institutions by counties or relatives or for care of State charges by county or local institutions.

[9] The director resigned June 24, 1925, and no one had been appointed to replace him up to Dec. 31, 1925. Inspection of local public institutions, such as almshouses and jails, had lapsed during this period.

[10] As noted under the duties of the investigator and inspector of nurses, in the division of parole and domestic relations, most of the inspection of private institutions and agencies was done by this official. (See p. 19.)

Staff.

None reported.

Special investigator.[11]

Confidential agent of the commissioner, given special assignments by him to investigate and report on work of the department or institutions, or to perform such other duties as might be assigned.

D. Division of education and classification

Director.[12]

Duties:

1. Classification.[13]
   - (*a*) Making of recommendations for and supervision of scientific classification in institutions.
   - (*b*) Cooperation with division of parole and domestic relations in handling parole cases.
   - (*c*) Helping to direct institutional training effectively.
2. Education.
   - (*a*) Cooperation in directing education in institutions.
   - (*b*) Cooperation with the director of State use to the end that institutional vocations and industries might have educational values.
   - (*c*) Correlation of discipline with mental testing.
3. Credit marking.

   Cooperation in constructing and using a scientific credit-marking system for wards in institutions and on parole.
4. Psychology.
   - (*a*) Charge of the psychological section of the psychiatric clinic at the State hospital for the insane.
   - (*b*) Selection, training, and direction of psychologists.
   - (*c*) Standardization and coordination of psychological work at institutions.
   - (*d*) Acting as statistical analyst and expert in psychology as needed.
5. Special scientific investigations.
   - (*a*) Helping to organize community social-welfare organizations and to establish school and community clinics.
   - (*b*) Acting as State's expert psychologist in legal cases.

Staff.[14]

One senior clerk-stenographer.

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[11] The new commissioner has discontinued the employment of confidential agents.

[12] Formerly the division also had an assistant director.

[13] The psychiatric clinic conducted in connection with the Trenton State Hospital made classification and preparole examinations for the State institutions under general supervision of the director.

[14] The director also had available the staff of the psychiatric clinic at the Trenton State Hospital for a large part of the duties assigned to his division.

E. Division of parole and domestic relations

Director.

Duties:

1. Coordination of work of field and family investigation for parole with similar work of the State board of children's guardians, the commission for the blind, clinics and outpatient departments of State, county, and municipal institutions, and development of plans for the cooperation of all of these with the courts.
2. Planning for and supervision of all kinds of parole from all institutions.
3. Direction of investigations of home environment and social history of inmates of correctional institutions, and supervision of the preparation of reports thereon.
4. Responsibility for records and reports of and on inmates in correctional institutions.
5. Attendance at, or sending representative to, parole hearings.
6. Direction of adjustment of parolees in community.
7. Supervision of parole staff and parole records.[15]
8. Cooperation in developing community clinics.

Assistant director.

General duties:

1. Substitution for director in his absence.
2. Special charge of domestic-relations cases. Establishment of contacts and creating of friendly cooperation with family, community, and all local agencies that could help in the successful adjustment of parolees.
3. Furnishing of information, advice, and assistance in the handling of individual social problems which were referred to the department by public officials, private citizens, or agencies of New Jersey and other States. The promotion of general public knowledge as to the functions of the respective State institutions, with a knowledge of what facilities are available at any given time for the relief of local community problems, and the promotion of a better knowledge and use of local resources for the relief of situations requiring social treatment, so that the demand upon State institutions might be reduced to a minimum.
4. The reception, review, investigation, and passing on of all applications for admission to State charitable institutions. Helping to admit necessary cases.
5. The placement and supervision of dependent wards paroled from State correctional institutions. Upon request of the commissioner or director the making of special investigations of the standards of child-welfare work as actually practiced by public, semi-public, and private institutions and agencies. Upon request the giving of professional advice in the mat-

[15] In 1925 the division staff included 14 field parole officers responsible for approximately 3,000 parolees. The officers also made classification and preparole investigations. They were assigned on a territorial basis.

Assistant director—Continued.
General duties—Continued.
ter of organization and administration of children's institutions and in the handling of child-welfare projects generally.
6. Cooperation with local agencies of all sorts in preventive welfare work.
7. Keeping an up-to-date register, by county, of all local welfare agencies, organizations, and officials, and getting their cooperation in the care of parolees and dependent children.
8. Training of volunteers to work with field officers.
9. Helping to get a census of defectives in the State.
10. Acting as a social-service exchange and clearing house of information on all social work.
11. Promotion of conferences and meetings on social problems, and the making of speeches at such meetings.
12. Helping to edit and publish proceedings of conferences on social welfare.

Case supervisor.
Duties:
1. Assignment of home investigations to field officers for the State home for boys, the State home for girls, and the reformatory for women.
2. Reviewing reports on investigations.
3. Interviewing inmates to be paroled.
4. Acting as liaison officer between the division and local welfare agencies.
5. Assisting parole officers in general.
6. Attendance at classification conferences at the State home for boys, the State home for girls, and the reformatory for women, as representative of the division.
7. Obtaining special detailed information for the division of education and classification.

Court investigator and special agent.
Attended courts, read records, and secured other information on persons committed to correctional institutions, and attended to other special investigations and made reports as assigned.

Investigator and inspector of nurses.[16]
(This investigator was a member of the staff of the commissioner, but acted through the director of the division of parole and domestic relations.)
Duties:
1. Investigation of and reporting on private institutions and agencies doing child-welfare work.
2. Inspection of nurses' training schools in hospitals and the promotion of the adoption of high standards in such schools.
3. Acting as publicity agent for the opportunities in the nursing profession.

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[10] Since July, 1926, this investigator has been assigned to the new and enlarged division of inspection, legal settlement, and collections.

Clerical staff.

Eight clerks and stenographers assigned from the stenographic section.

PERSONNEL OF THE STATE BOARD OF CONTROL AND OF THE DEPARTMENT OF INSTITUTIONS AND AGENCIES

The personnel of the State board of control had varied considerably during the seven years since its creation. At the time of the study only the one woman and two of the seven men appointed on the original board remained upon it. Two women were serving on the board at the time of the study. Each of these had taken an active interest in promoting both local and state-wide social-welfare programs over a period of several years. The six men on the board included a banker, a manufacturer, a leader in State organized labor, the head of a large advertising agency, a lawyer, and a doctor and psychiatrist. Thus a wide variety of interests and experience was available for passing on problems of policy or administration.

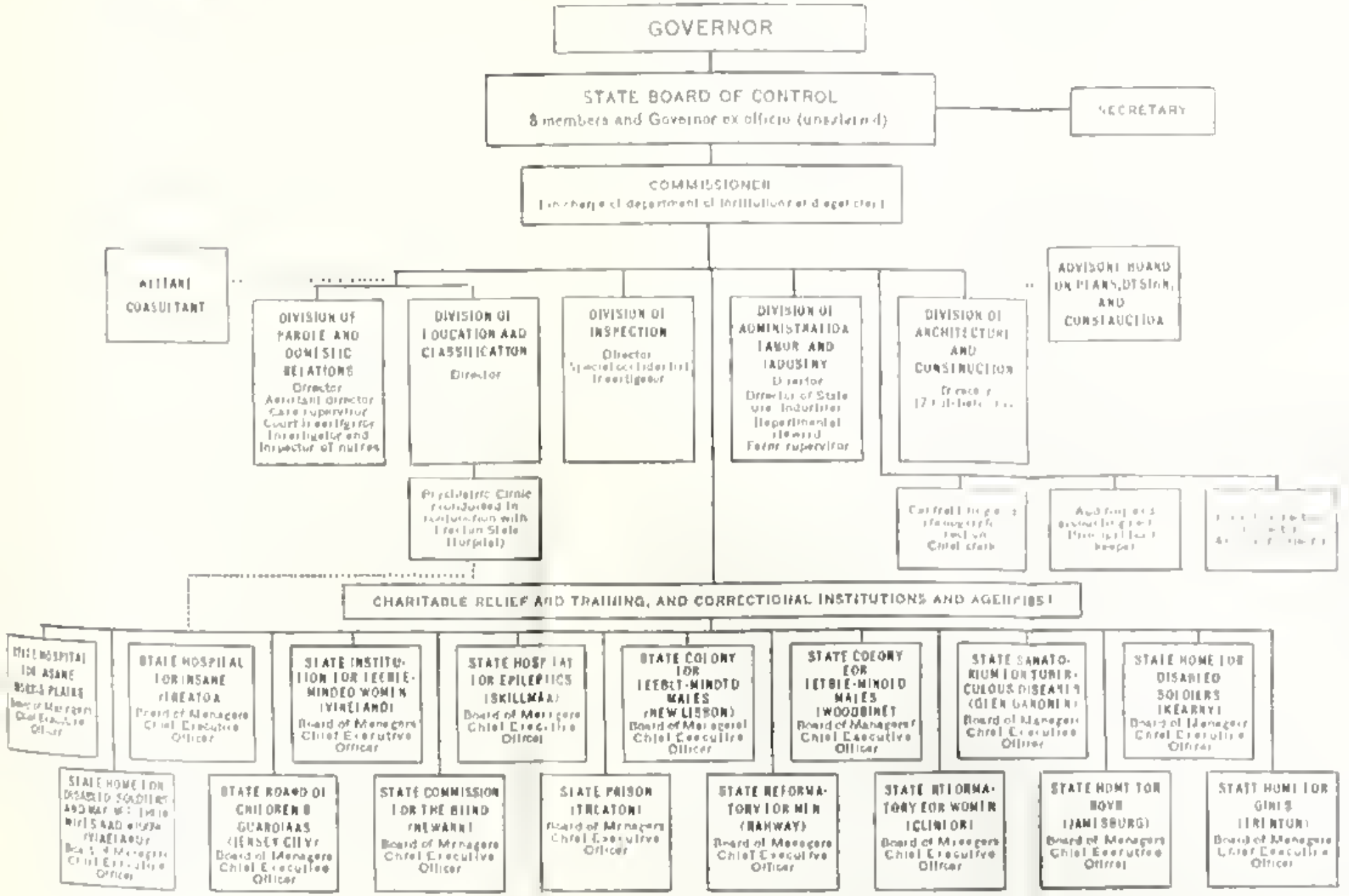
The commissioner appointed to organize the department in 1918 served throughout the seven years of its history up to and including 1925. Upon his resignation he was succeeded by a divisional director who had served in various capacities in the department and so was thoroughly conversant with its development, organization, and methods of operation, as well as with the policies which had shaped its course in the past.

Directors of divisions, heads of sections, and their assistants and subordinates, with the exception of one confidential agent, were chosen by State civil-service examination and served under the rules and regulations provided by that commission. The law provided that each division should be in charge of a qualified expert. Through the cooperation of the State civil-service commission the State board of control and the commissioner might specify what education and experience should be demanded of all candidates for appointment. Selection among three eligibles and observation during a three months' probationary period afforded additional opportunities to choose those most competent for given positions. Some individuals may have been chosen with more regard for their executive ability than for their training or experience in the field of social service.

An unusual degree of cooperation between members of different divisions and sections in the department, and a strong spirit of loyalty to superiors had characterized the organization. This had made possible necessary changes in assignments to duty, realignment of functions, or transfer of personnel without serious loss in the efficiency of the department. As provided by law, the State board of control, through the commissioner, had made such changes in the departmental organization as occasion seemed to demand at any given time.

ORGANIZATION CHART OF THE NEW JERSEY STATE DEPARTMENT OF INSTITUTIONS AND AGENCIES

(JULY 1, 1925)


GOVERNOR
STATE BOARD OF CONTROL
8 members and Governor ex officio (unsalaried)
SECRETARY
COMMISSIONER
ASSISTANT COMMISSIONER
ADVISORY BOARD ON PLANS, DESIGN, AND CONSTRUCTION
DIVISION OF PAROLE AND DOMESTIC RELATIONS
Director
DIVISION OF EDUCATION AND CLASSIFICATION
Director
DIVISION OF INSPECTION
DIVISION OF ADMINISTRATION, LABOR AND INDUSTRY
DIVISION OF ARCHITECTURE AND CONSTRUCTION
CHARITABLE, RELIEF AND TRAINING, AND CORRECTIONAL INSTITUTIONS AND AGENCIES[1]
STATE HOSPITAL FOR INSANE
STATE HOSPITAL FOR INSANE (TRENTON)
Board of Managers
Chief Executive Officer
STATE INSTITUTION FOR FEEBLE-MINDED WOMEN (VINELAND)
STATE HOSPITAL FOR EPILEPTICS (SKILLMAN)
STATE COLONY FOR FEEBLE-MINDED MALES (NEW LISBON)
STATE COLONY FOR FEEBLE-MINDED MALES (WOODBINE)
STATE SANATORIUM FOR TUBERCULOUS DISEASES (GLEN GARDNER)
STATE HOME FOR DISABLED SOLDIERS (KEARNY)
STATE HOME FOR DISABLED SOLDIERS AND SAILORS (VINELAND)
STATE BOARD OF CHILDREN'S GUARDIANS (JERSEY CITY)
STATE COMMISSION FOR THE BLIND (NEWARK)
STATE PRISON (TRENTON)
STATE REFORMATORY FOR MEN (RAHWAY)
STATE REFORMATORY FOR WOMEN (CLINTON)
STATE HOME FOR BOYS (JAMESBURG)
STATE HOME FOR GIRLS (TRENTON)

[1] The board of managers of each of these institutions and agencies consists of 4 to 7 unsalaried members.
[2] These two institutions have the same board of managers.

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POLICIES OF THE STATE BOARD OF CONTROL AND OF THE DEPARTMENT OF INSTITUTIONS AND AGENCIES

INTERNAL ADMINISTRATION AND CONTROL

Interdivisional control.

The organization chart (facing p. 20), with the 1925 assignments to duty upon which it is based, suggests a very definite and complete division of labor for all members of the department. This clear definition of duties is important, but to be practical, any such system must be sufficiently general to allow for expansion and for the temporary adjustments necessitated by new situations. This opens up a possibility of overlapping, or incomplete covering of the field. The assignments as given represent an ideal rather than a system in perfect operation. A large degree of success, however, has been attained in meeting practical problems of departmental operation with a maximum of flexibility and a minimum of duplication.

In organizing the system the commissioner chose to retain a large part of the executive authority in his own hands. Thus several sections that might have been organized into administrative divisions and operated under directors were kept under his own immediate control. He also chose to keep in close touch with the work of the Trenton office. This created a feeling of very personal responsibility to him and stimulated interest in the developing program. A system of regular daily or weekly reports from all parts of the department made this central control even more concrete.

When the large general responsibilities that were placed by law upon the shoulders of the commissioner, as chief executive for the State board of control, are recalled, with his important function in representing his whole organization before the State, it becomes a question whether somewhat greater delegation of authority to responsible subordinates inside the department might not have been justified by the greater freedom he would have had for work of a more general character.[17]

As a practical means of keeping heads of divisions and sections informed on the whole program of the department and the relationships of the subdivisions, as well as to secure the benefit of their experience on matters of general policy, a biweekly staff conference was called in the commissioner's office. Free discussion of problems and interchange of opinions with the chief and one another did much to promote cooperation and to create mutual good will.

Fundamental policies of the State board of control regarding institutions and agencies.

The New Jersey State Board of Control and the Department of Institutions and Agencies had set up the following standards and had tried to make them effective as rapidly as possible:

1. *Classification.*—The study of each individual to determine his strong and weak points so that his treatment might be best suited to his particular needs.

2. *Treatment.*—The application of the best available remedial and corrective measures to each individual in place of mere custody.

[17] The commissioner has felt that this retention of immediate control was justified by the fact that it kept him in close personal touch with vital services. In this way it has been easy for him to keep posted on important details of administration which might be overlooked under a different arrangement.

3. *Training.*—The development and training of each individual's capacities in order that he might be restored as a self-respecting, self-sustaining, and socially successful member of society.

4. *Community organization.*—The organization of each community to apply its social resources to its own problems and to cooperate with the State wherever the State program touched community welfare.

An administrative council, including the chief executive officers of all institutions and agencies under the control of the State board, met quarterly to discuss policies, plans, and problems of general or specific interest in the administration of their respective institutions or agencies. In order to insure constructive, definite results from these conferences a special topic was at times assigned for a given conference, and certain individuals were requested to prepare papers or plan discussion of some aspect of it.

A medical board made up of the medical executives of the two State hospitals for the insane, the hospital for epileptics, and the hospital for tuberculous diseases also met quarterly to discuss policies and plans for the more highly specialized field represented by their institutions.

A policy adopted early in the history of the department was that of specialization of functions for each institution, so that a given institution could render the best service in its own particular field for all the State wards in need of such service. Such success as has been attained in this program was made possible largely through the regular conferences that have been noted.

Institutional control.

The extent of the State board's jurisdiction over all the institutions under its care is specified under the law, as follows:

Within the limitations imposed by general legislation applicable to all agencies of the State, the State board is hereby granted complete and exclusive jurdisdiction, supreme and final authority, and the requisite power to accomplish its aims and purposes in and upon the following institutions, boards, commissions, and other agencies hereinafter designated as charitable, hospital, relief, training institutions, and correctional institutions of the State, to the end that they shall be humanely, scientifically, efficiently, and economically maintained and operated. Any particular grant of power hereinafter contained shall be held to be in specification but not in limitation of this general grant of power.

* * * * * * *

The State board shall have power to determine all matters relating to the unified and continuous development of all the institutions and noninstitutional agencies within its jurisdiction. It shall determine all matters of policy and shall have power to regulate the administration of any of the institutions or noninstitutional agencies within its jurisdiction, correct and adjust the same so that each institution and noninstitutional agency shall perform its proper function as an integral part of a general system. The rules, regulations, orders, and directions issued by the State board or by the commissioner pursuant thereto, for this purpose shall be accepted and enforced by any board of managers having charge of any institution or group of institutions or noninstitutional agencies or any phase of the work within the jurisdiction of the State board.[18]

The boards of managers of individual institutions or agencies have their powers defined in the following section of the law:

Subject to the supervision, control, and ultimate authority of the State board, the management, direction, and control of the several institutions and non-

[18] N. J., Laws of 1918, ch. 147, sec. 116 (as amended by Laws of 1919, ch. 97), and sec. 119.

institutional agencies shall be vested in the several boards of managers, who shall be responsible to the State board for the efficient, economical, and scientific operation thereof. The chief executive officer of each institution or noninstitutional agency shall be the executive and administrative officer thereof, and shall be responsible to the board for the proper conduct and management of the institution or noninstitutional agency under his care, the physical condition of the property, the proper use of the plant and equipment, the conduct of all employees appointed by him and the care and treatment of the inmates of the institution, subject to the rules and regulations adopted by the board of managers.[19]

Although there can be no doubt that it was the express intention of the legislature in enacting this law to place ultimate authority and responsibility for the proper conduct of the State's charitable, correctional, and allied institutions and agencies in the hands of the State board of control, and that the law as written amply provides for such authority and responsibility, it is equally plain that it recognized that sound administrative policy must admit of practical restrictions so far as local management is concerned. The very fact that boards of managers for each institution or agency were provided for implies that responsibility for actual administration was to reside in them. This fact, however, rests on a more concrete basis than logical implication. The section granting complete jurisdiction to the State board contains a very pertinent clause, to wit, "to the end that they shall be humanely, scientifically, efficiently, and economically maintained and operated." The obvious meaning of this clause is that the foregoing jurisdiction shall extend and the supreme power operate only so far as may be necessary to insure such satisfactory management of the particular institution or agency.

Moreover, section 115 specifically places responsibility for the "management, direction, and control" on the local boards, which shall be responsible to the State board, as was previously stated, "for the humane, scientific, efficient, and economical operation thereof."

It would seem, therefore, that the intention of the legislature was (1) that central control should be limited to the formulation of policy and coordination of program except so far as assurance of humane, scientific, economical, and efficient operation might require attention to detail; and (2) that in both general and specific matters, the central department should deal with particular institutions or agencies, their executive officers or subordinates, only through the local boards of managers directly responsible for those institutions or agencies.

The report of the State board of control for the four years ended June 30, 1922, contains the following statement, which suggests a due recognition of the extent and limitations of central control, as well as the usual objections advanced against it:

The outstanding characteristic of the New Jersey plan is that the nonlegislative or delegated policy-making powers relating to the management of its public institutions and agencies have been centralized in a State board of control of institutions and agencies, consisting of eight unpaid members, appointed pursuant to the provisions of the law without reference to religious or political affiliations. The usual objections to centralization of such importance have been overcome in New Jersey by having unpaid boards of managers appointed by the State board with the governor's approval to supervise the administration of local institutions and agencies, operating in harmony with the general

[19] Ibid., sec. 115.

policies determined by the legislature and the State board of control. Thus, there is accomplished centralization of policy making with decentralization of administration." [20]

Previous to the reorganization of 1918, each State institution had its own board of managers, acting with almost complete independence and with little regard for one another or for any general policy advocated by the commissioner of charities and corrections. These boards all came to an end on July 30, 1918, and were replaced by new boards appointed by the State board of control. There were few holdovers, except in the case of the State board of children's guardians, whose members were reappointed with only one or two exceptions.

The new system of subordinate boards of managers to replace the old system of independent boards had to pass through a period of readjustment which was made more difficult by difference of opinion as to what was contemplated under the new law. The tradition of independence of action persisted against a rather broad interpretation of the right of central control by the department of institutions and agencies. Inevitably more or less friction developed for a time, chiefly with regard to fiscal control and building-construction control by the department of institutions and agencies. This reduced the benefits of departmental assistance. On the one hand, too much emphasis was placed on control instead of on cooperative service, and on the other there was too little willingness to recognize the possibilities for improved work inherent in close coordination of effort between local and central authorities. At the time of the study a more cooperative spirit had developed on each side, which promised well for more satisfactory progress in the future.

Fiscal control.

Most States which have adopted central control in public welfare also have centralized fiscal control in the central board itself, in a State fiscal officer, or in a special State fiscal commission. Under the old system in New Jersey each agency or institution presented its estimates directly to the legislative-appropriations committee. Each agency or institution had to organize and press its own claims in competition with all others. Obviously the committee was not prepared to inquire deeply into the merits of all items or to investigate each institutional program to see if it was being developed with due regard to all others and to the needs of the entire State. This system was costly, inefficient, and unsatisfactory.

Under the new system each agency and institution prepared and submitted its estimates for the review of the central department. The chief fiscal officer had access to detailed records, reports, and programs for each agency, as well as the general program for all. He had time and opportunity to verify figures, to analyze and weigh details, and to consult representatives of each institution and officials in charge of special parts of the State welfare program. On the basis of this information the estimates were approved or revised and a general departmental budget created. This general budget was

[20] Four-Year Summary of Reports of the State Board of Control of Institutions and Agencies, p. 15.

presented as a whole to the legislative committee on appropriations. The institution or agency representative might appear before this committee to press individual recommendations where he thought it needful.[21]

Boards of managers had felt at times that their recommendations had not received sufficient consideration from the department and that it was hard to secure the additional support desired without departmental backing before the legislature. The present commissioner had taken steps to remove such causes of dissatisfaction.

A central auditing and accounting system had been carried out successfully and assisted greatly in fiscal control.

Public-building construction.

The New Jersey State Board of Control had exceptionally broad responsibilities for the State's public-building program. The division of architecture and construction served not only the institutions of the State but also the State military board and all State departments other than the department of education. It passed on plans for city and county institutional construction.[22]

A few other States place more or less of their institutional construction under their central boards, requiring their welfare departments or commissions to handle State building construction, although this rarely covers so nearly the entire State program as in New Jersey.[23]

Transfer of inmates of institutions.

The commissioner had broad powers in the matter of transferring inmates from one State correctional institution to another, from one charitable, relief, or training institution to another, or from one of the former class to one of the latter class of institutions where he considered such transfer desirable.[24] In the case of transfer of inmates of correctional institutions due regard for minimum and maximum sentence or parole regulations and for notifying the courts by which such persons had been convicted was required. Wisconsin permits such transfers to a limited extent,[25] and Iowa allows its State board to make such transfers between like institutions.[26]

Central parole supervision.

Before 1918 each State institution maintained its own parole officers, made its own investigations, and supervised its own parolees with little regard to those of other institutions.

Under the 1918 laws [27] the board of managers of each correctional or other State institution has the right to determine what inmates may be paroled, but parole supervision is centralized in the division of parole and domestic relations of the department of institutions and agencies.[28]

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[21] Before 1926 the central department discouraged the appearance of such representatives, but since that date it has encouraged the practice.

[22] Letter of July 23, 1926, from the New Jersey Commissioner of Institutions and Agencies.

[23] For example, Iowa (Code of 1924, sec. 3346); Nebraska (Comp. Stat. 1922, sec. 6851); Rhode Island (Gen. Laws of 1923, secs. 6482, 6501–6516); and Washington (Code of 1921, sec. 6634).

[24] Laws of 1918, ch. 147, secs. 213 to 224, inclusive, as amended Apr. 11, 1919.

[25] Wis., Stat. 1925, sec. 46:11, p. 542.

[26] Code of Iowa, 1924, ch. 167, sec. 3303.

[27] Laws of 1918, ch. 147, secs. 201–207, as amended by Laws of 1923, ch. 120, and Laws of 1924, ch. 96; Laws of 1918, ch. 147, sec. 438.

[28] Laws of 1918, ch. 147, sec. 109, as amended by Laws of 1921, ch. 76.

This central parole division took over the parole officers already employed by the correctional institutions and assigned them on a territorial basis, under supervision of the director of the division of parole and domestic relations, thus permitting a more economical use of the time of field parole officers and reducing the responsibilities of the institutional superintendents.[29] Massachusetts, Illinois, and Wisconsin [30] similarly provide State-board control over parolees from their correctional institutions.

Special services to institutions.

The department of institutions and agencies employed a corps of experts in several lines of activity whose services were available to all the institutions under its charge at relatively small cost.

The most important of these expert services were provided through the division of education and classification. The director's principal duty was to plan the policies for educational, psychiatric, and psychological service and research. The actual services were carried out under his direction either by members of the institutional staff or by members of the State psychiatric clinic at Trenton. He secured valuable suggestions and advice for his educational program from experts in the State's department of education. (See p. 29.) The parole division cooperated in making the home and community investigations, which furnished the background for institutional classification and treatment of inmates.[31] Such educational and psychiatric studies, if properly correlated with the recreational and physical studies of individuals, and with their reactions and experience in the institution, provide most valuable guidance for their rehabilitation. They further throw much light on the daily problems of parents and teachers and so serve the State in a large way. Illinois and Rhode Island also provide for these and other services through their central welfare agencies.[32]

Another important service to institutions and agencies was provided through the departmental steward, whose duty it was to plan institutional dietaries on scientific principles adapted to the sex, age, occupation, and condition of the inmates of each institution. The dietaries were made with the object of assuring a reasonable variety of wholesome food at a moderate cost, and the institutions made frequent reports on actual menus used, the quantity of food provided, and the amount of waste, in order to guide future plans.

With the cooperation of the steward and the farm supervisor the food requirements of institutions and their agricultural resources were correlated. Crops were planted to produce needed food. This made for efficient division of labor and specialization in production but actually had considerable limitations, owing to the fact that institutions were rather widely scattered over the State, and limited

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[29] For a fuller discussion of this point, see Child Welfare in New Jersey, Part III (U. S. Children's Bureau publication; in preparation).

[30] Mass., Gen. Laws of 1921, ch. 217, secs. 128–129; Ill., Rev. Stat. 1925, ch. 38, secs. 798–810; Sixteenth Biennial Report of the State Board of Control of Wisconsin, 1921–22, pp. 20–21.

[31] For a more detailed discussion of this work, see Child Welfare in New Jersey, Part III (U. S. Children's Bureau publication; in preparation).

[32] Ill., Rev. Stat. 1925, ch. 24a, sec. 54; R. I., Gen. Laws of 1923, ch. 413, secs. 6528–6564.

transportation facilities between them often prevented ready exchange.

The departmental steward also planned for the clothing of inmates of institutions. The director of State use correlated the output of industries in the various institutions with these clothing estimates as far as possible.

Before the reorganization of 1918 a few industries had been developed to meet State needs in one or more of the penal institutions, but prison contract labor was the rule. With the establishment of the department of institutions and agencies the entire system was overhauled, old industries suitable for State-use production were reorganized, and several new ones were introduced.[33] The law provides for establishing such industries in all State institutions, as follows:

> The inmates of all correctional and charitable, hospital, relief, and training institutions within the jurisdiction of the State board shall be employed in such productive occupations as are consistent with the health, strength, and mental capacity of the persons so employed, who shall receive such compensation therefor as the State board shall determine.[34]

The industries were centered, however, chiefly in the several penal or correctional institutions, except the women's reformatory and the State home for boys.

It was the mutual responsibility of the directors of State use and of education and classification to see that these occupations were planned and directed primarily for their value in the physical, mental, moral, and economic rehabilitation of those engaged therein. Several States have developed extensive systems of State-use industries.[35]

Inspection of State institutions.

The system of inspection of State institutions has been based very largely on the system of special service to institutions. (See p. 26.) The commissioner has outlined a part of this system, as follows:

> With reference to the State institutions, the department has a systematic inspection of all institutions carried out on a functional basis, in line with the organization of the department. For example, our supervising accountant makes periodic, careful check ups of all accounting records, use of appropriations, maintenance of books, preparation of budget, etc.
>
> Our farm supervisor inspects systematically, frequently, and regularly all phases of farm activity, care of stock animals, diseases of animals, plantings, use of property, rotation of crops, care of equipment and such items.
>
> Our department steward makes regular and systematic, frequent inspection of the feeding, not only of patients or inmates, but also of employees, staff, and officers.
>
> Our division of education and classification inspects the industrial, vocational, and academic school functions of the institutions, and makes frequent, careful check ups, with reports on the same. In like manner the division checks up on the individual classification work in each of the institutions.
>
> The commissioner of the department makes frequent visits to all institutions and agencies of the State, checking up on general administrative work of the institutions and following up details reported to him by the various

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[33] Printing, the manufacture of clothing, shoes, furniture, automobile tags, and other industries have been developed. In many cases prisoners have been employed on road building by the highway department.

[34] N. J., Laws of 1918, ch. 147, sec. 701, as amended by Laws of 1919, ch. 97.

[35] Illinois, Ohio, Pennsylvania, and Rhode Island are good examples. See the annual reports of their departments of public welfare; see also Child Welfare in New Jersey, Part III (U. S. Children's Bureau publication; in preparation).

divisions. Reports on the work of the institutions are made to the State board, to the administrative head of the institution, and to the board of managers; these reports are usually in the form of letters of advice, suggestion, and criticism. Other reports are made to the State house commission, to the legislature, and to the State budget commission.[36]

Closely allied to these functional inspections were the daily progress reports made to the department by the executive officers of each institution or agency. These were in the nature of a daily log of events, mostly routine in subject matter but with detailed accounts of any event of more than usual significance. Summaries of these progress reports were mimeographed and sent to the members of the State board of control.

Information for the commissioner's use was also obtained through the employment of certain confidential agents.[37] These agents were intrusted with special or secret investigations into reported abuses or important details of administration of institutions that could not be checked up otherwise. The use of such agents within reasonable limits doubtless is both justifiable and necessary to check the type of abuse to which penal institutions are particularly subject, under even the most conscientious and intelligent management. A rather different problem arises, however, when such secret agents are placed more or less permanently within an institution. Here the investigator tends to become the spy. The effect on the morale of an institutional staff which knows of or suspects the presence of such an inquisitor in its midst, is too obvious to require comment. New Jersey State institutions have been subject to such investigation at times in the past.

The present commissioner (who took office in January, 1926) is endeavoring to solve this problem and those of jurisdiction, of imposed authority from the central department, and similar problems that have complicated supervisional relationships in the past.

EXTERNAL COOPERATION, EDUCATION, AND SUPERVISION

The architectural advisory board.

When the New Jersey State Department of Charities and Corrections was created in 1905 it was given certain duties relating to the architecture and construction of State buildings, but this authority was withdrawn later and vested in a separate commission. In 1921 the legislature gave the responsibility for planning and constructing all State buildings, except those for the public-school system, to the department of institutions and agencies. During and after the war period the construction of public buildings was delayed until the demand for adequate accommodations for offices and for new institutional buildings became so insistent that the State felt compelled to embark on a large program. This involved not only a very large expenditure but also very important questions of policy and planning to meet both present and future needs. Sound public policy demanded that the best talent available in the State should be brought to bear on this work. For that purpose an unpaid architectural advisory board, composed of the outstanding

[36] Letter of July 23, 1926, from the New Jersey Commissioner of Institutions and Agencies.

[37] Since January, 1926, the use of such agents has been discontinued.

authorities on architecture, engineering, and construction, was created by the State board of control, to advise and assist the permanent staff in charge of actual operations. The services freely given the State by these public-spirited men have been of the utmost value.

The welfare consultant.

As a consultant on all aspects of the State's social problems the State board secured the unpaid services of a leading authority on child-welfare and social work. He was consulted regarding all programs for institutional training and education, particularly those touching defectives, and further acted as critic and adviser on all aspects of institutional administration.

Cooperation between State departments.

Many of the problems confronting any State department of public welfare necessarily include matters of special interest to the departments of education, health, labor, and agriculture and require their close cooperation for solution.

The New Jersey State board had recognized this community of interest. For example, it had worked out a successful program for institutional education with the department of education. It also had placed its mental clinics at the disposal of the public schools and in other ways had created a series of reciprocal services of much value. The department of education furnished expert advice and assistance on institutional programs for both academic and vocational education, particularly for the State home for boys and the State home for girls.[38]

At a number of points, notably that of the licensing of boarding homes for children by local boards of health on the one hand, and that of the State board's provision of antituberculosis clinics and supervision of the State hospital for tuberculous diseases on the other, the health and welfare departments and their subordinate agencies had come into active contact with the State board of control. Though commendable efforts had been made by representatives of each department to work out a satisfactory cooperative scheme for handling these problems much yet remained to be done before the problem was completely solved.

The State departments of agriculture and of labor had been able to give the State board material assistance in its work. The department of agriculture had cooperated in planning new farm buildings, in advising on crop rotations, and in conducting tests for plant and animal diseases and assisting in their treatment. The department of labor had inspected shops, advised on institutional industries, suggested needed safety devices, and assisted restoration work for individuals in its rehabilitation clinics.

A vision of the great possibilities lying in the field of interdepartmental cooperation, both for daily operations and for research, has been pictured by the welfare consultant and heartily indorsed by the commissioner in plans for the creation of a central research council. To date, in spite of the need for and possibilities of constructive work by such a council, it remains entirely a future possibility.

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[38] See Child Welfare in New Jersey, Part III (U. S. Children's Bureau publication; in preparation).

Publicity and education of the public.

As little substantial progress in social welfare can be assured without the backing of an intelligent and sympathetic public opinion, it becomes highly important that any department charged with duties such as those of the New Jersey State Board of Control shall avail itself of all proper means of keeping the public informed of its accomplishments and educated in an appreciation of its ideals. Few, if any, States maintain specific divisions or employ expert individuals [39] for the education of the public. It generally remains simply an additional function of otherwise-employed officials whose regular duties frequently prevent their serving the public in this way with much satisfaction.

A possible way of handling publicity is through the maintenance of a clearing house of information and advice on all matters of social welfare. For this important service is required some one with much training and experience, with a thorough knowledge of both the problems and the resources of all parts of the State, with ability to secure specialized information regarding any public or private agency and its work at short notice, with great patience, tact, and discretion in the handling of inquiries, and with time for all these duties. Although no one individual can or should be expected to act as official representative of the department before all conferences, conventions, clubs, and like gatherings, naturally the one in charge of general information at the central office, if competent for that position, will also need to fulfill frequent engagements in the field.

A variety of closely related duties attach to such an office, such as keeping an up-to-date register of all kinds of public and private organizations in each community that may be called on to assist in the solution of local social problems.

The State board had realized to some extent the value of these services and had placed the responsibility for their performance on the assistant director of the division of parole and domestic relations. Such a program would seem likely to tax to the utmost both the time and the strength of this official, who had in addition a very considerable share in the more technical work of parole which occupied much time.

Members of the State board, the commissioner, and the division and institution executives carried on a valuable part of the educational process through speeches made before National and State welfare conferences of various kinds, and before meetings of the great number of social, fraternal, and business organizations in the State of New Jersey. Both the radio and the press were used. Though the department did not publish an annual report covering its work or that of its subordinate agencies it permitted certain of these agencies to publish annual reports subject to its supervision. The principal mediums of official press publicity were occasional special reports on particular aspects of State welfare work and the regular publication of the Quarterly—a pamphlet dealing with special topics of social-welfare interest, reports of progress, and related matters.

Public interest had been aroused and educated for the attainment of two major objectives: First and most immediate was that of

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[39] Beginning in 1926 the New Jersey State Department of Institutions and Agencies employed an individual trained in journalism to have personal charge of its publicity.

adequate public support for the department in its entire program of preventive, remedial, and custodial service in the various fields placed under its jurisdiction. The problem here was chiefly that of efficient use of the platform and press to secure enough support for a rather concrete and generally recognized program.

The second and ultimate objective advocated by the commissioner, although as yet far from realized in practice, was that of creating in each community a proper sense of responsibility for its own social problems, with a clear definition of practical limits as between State and local service. That is, though the State should supply expert advice and constructive supervision as needed, it should not assume the direct responsibility for particular local problems until the community has exhausted every social resource at its command. In this way a program of real prevention may become effective through whole-hearted support for both local and general programs, and the State may be given ample means to handle the remaining problems that for one reason or another must still fall to its care.[40]

Supervision of local public agencies and of private agencies.

Few communities in New Jersey have as yet squarely faced their local responsibility in all its implications or attempted to work out a complete program of social service. Individual agencies have grown up to handle special aspects of the larger problem, and institutions have been created to care for various classes that seemed to require such aid. By means of State conferences and in other ways attempts have been made to raise standards of work and secure the mutual benefits of cooperation and exchange of experience. Long observation and study by both public officials and private social workers have proved that the State has a responsibility for all its socially inadequate citizens, both old and young, that can be satisfied only by reasonable assurance that they are receiving proper care from whatever agency has assumed their guardianship. Although communities should be encouraged to organize their social resources and to carry their own problems satisfactorily it must remain the duty of the State to exercise a degree of supervision over local agencies.

The New Jersey law places the right of supervision of both public and private social agencies in the hands of the New Jersey State Board of Control in the following provisions:

> The State board shall have power of visitation and inspection of all county and city jails or places of detention, county or city workhouses, county penitentiaries, county insane and tuberculous hospitals, poor farms, almshouses, county and municipal schools of detention, and privately maintained institutions and noninstitutional agencies for the care and treatment of the insane, the blind, the deaf, the dumb, the epileptic, the feeble-minded, or other institutions or noninstitutional agencies conducted for the benefit of the physically and mentally defective, or the care of dependent or convalescent children or both.[41]

Institutions conducted by properly organized and accredited churches and fraternal societies for the relief of their members were excepted from such inspection.[42] In this connection it may be well to

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[40] For a detailed treatment of this problem see Child Welfare in New Jersey, Part IV (U. S. Children's Bureau publication; in preparation).

[41] N. J., Laws of 1918, ch. 147, sec. 125, as amended by Laws of 1922, ch. 95.

[42] N. J., Laws of 1918, ch. 147, sec. 126, supplemented by Laws of 1919, ch. 150, and Laws of 1922, ch. 95.

recall the article on inspection adopted at the Washington Conference on Child-Welfare Standards in 1919:

> A State board of charities or a similar supervisory body should be responsible for the regular inspection and licensing of every institution, agency, or association, incorporated or otherwise, which receives or cares for mothers with children or children who suffer from physical or mental handicaps, or who are delinquent, dependent, or without suitable parental care, and should have authority to revoke such licenses for cause and to prescribe forms of registration and report. This State agency should maintain such supervision and visitation of children in institutions and children placed in family homes as will insure their proper care, training, and protection. The incorporation of private organizations caring for children should be required, and should be subject to the approval of the State board of charities or similar body. State supervision should be conceived and exercised in harmony with democratic ideals which invite and encourage the service of efficient, altruistic forces of society in the common welfare.[43]

If its recommendations for improvement are not complied with by an institution the State board may apply to any justice of the supreme court or a judge of the court of common pleas of the county in which the institution is located, for an order requiring the remedy of the conditions complained of or the carrying out of the recommendations made. Such orders after due hearings may be enforced by the usual proceedings for contempt of court.

The evident intention of the legislature was to provide the State board with ample power to supervise local institutions and agencies, and at the same time to protect such organizations from undue interference by interposing the courts between the agency and the board in case of dispute. New Jersey has an unusual provision in requiring the department to act only through the courts in securing compliance with its orders for improvement.

Many States require all child-caring institutions and agencies to secure annual licenses, which may be revoked for cause by the State department of public welfare. Appeal and hearings on such revocations usually are permitted. Many laws provide fine or imprisonment, or both, for operating without such a license.[44]

The inspection of municipal and county institutions in New Jersey was carried out personally by the director of the division of inspection. He used well-devised blanks with space for the usual reports on matters of management, equipment, and personnel, and also with ample room for comment on intimate details and for recommendations for improvement. As a rule the reports were well made out and showed conscientious work. Semiannual visits were the department's policy, but inspections were not always made so frequently.

Private social agencies and institutions were inspected by the investigator and inspector of nursing,[45] under the division of parole and domestic relations.[46] In addition this agent carried on general educational work, particularly in nursing service, for the department. Her program called for annual visits to all such social organizations in the State, but it had not been possible to carry this out completely.

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[43] Minimum Standards of Child Welfare Adopted by the Washington and Regional Conferences on Child Welfare, 1918, pp. 11–12. U. S. Children's Bureau Publication No. 62. Washington, 1920.

[44] See N. C., Consol. Stat. 1919, sec. 5006 (5) and sec. 5967; Mich., Comp. Laws of 1915, secs. 2001–2007; Iowa, Laws of 1925, ch. 80; Ohio, Gen. Code 1926, sec. 1352 (1).

[45] This official was a trained nurse but had had no special training for social service.

[46] Plans have been considered recently for the consolidation of the work of inspection under a single division.

The blanks used and the reports made were confined too closely to routine facts of management and equipment without sufficient emphasis on the social and human factors that count most in this field. The inspector's report for the calendar year 1924 enumerated the following visits of inspection:

Type of institution or agency	Number visited	Type of institution or agency	Number visited
Hospitals and sanatoriums	62	Welfare agencies	44
Children's homes	67	Preincorporation investigations	14
Homes for the aged	28	Visits to homes of parolees	23
Day nurseries	20		

Although departmental indorsement was not required by law in order that such institutions and agencies should continue to operate, as is usual in many States, it was valued by most agencies as strengthening their appeal for public support. Indorsement was given only upon recommendation of the investigator. All these inspection reports were individually summarized, and copies, with appropriate remarks and suggestions, were sent by the department to the chief executive officers of the institutions and agencies and to the directing boards.

No summarized annual report of institutional and agency inspection for the State is published. Such a report, giving comparable figures on intake, discharge, costs, investments, and related facts, and statements in regard to standards, policies, and new developments among similar classes of institutions or agencies, should provide interesting and stimulating information for those in charge and would educate them to realize the value of public supervision. Opinion in the State is still divided as to how much supervision will be most helpful.

SUMMARY AND RECOMMENDATIONS

REVIEW OF NEW JERSEY'S EXPERIENCE IN SUPERVISION

About 60 years ago New Jersey first became sufficiently interested in raising the standards of its charitable and correctional institutions to cause official legislative inquiry into the matter. Public opinion had not yet been educated to support an effective supervisory program, and early attempts did not yield large results.

Private interest fared better. It led to the creation of a State Charities Aid Association backed by liberal legislative sanctions. For 20 years this organization carried on an increasingly effective oversight of both local and State charitable and correctional institutions and educated the public to demand higher standards of care for the socially inadequate. Its success in securing needful laws varied. The law creating the New Jersey State Board of Children's Guardians was eminently well suited to the need it sought to fill. On the other hand, the law creating the New Jersey State Department of Charities and Corrections fell short of the association's desires. It did, however, inaugurate a new era of State supervision and by its very defects helped to pave the way for the strongly centralized program begun in 1918.

The 1918 law creating the State board of control of institutions and agencies, with certain amendments at different times, had been in operation seven years at the time of the study—a period long enough to prove, in part at least, what could be accomplished under its provisions and to suggest what might be done to improve its administration.

RESULTS OF SEVEN YEARS OF CENTRAL CONTROL

In 1922 a report [1] on the accomplishments of the department of institutions and agencies for the four years ended June 30, 1922, was published. Using this report as a basis, with such changes and additions as seem necessary, the work of the department may be reviewed up to 1926 under the headings followed in the 1922 report:

1. The establishment of a coordinated department with a strong functional organization in place of a purely investigational and reporting agency.

This is the foundation for all that follows. (For a discussion of this point see p. 13.)

2. The policy of specialization of service by institution.

This has added greatly to the value of the institution's service. (For discussion see p. 22.)

3. The installation of efficient cost and consumption accounting systems for each institution.

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[1] Four-year Summary of Reports of the State Board of Control of Institutions and Agencies (June 30, 1922).

This has been helpful, but still remains open to improvement.

4. The provision of administrative codes and of job analyses and merit systems.

This is highly desirable, but has not worked out so ideally as had been hoped. The State civil-service commission has made a large contribution in this endeavor, particularly in the adjustment of grades and salary schedules.

5. Centralization of policy making with decentralization of administration.

This centralization has been a most difficult undertaking but now seems in a fair way toward working to the satisfaction of all concerned. (See p. 21.)

6. The substitution of prevention and remedy in place of nonremedial custody.

This presents an ideal toward which the department is working, but which must require many years for complete attainment.

7. The policy of restoration and adjustment through both institutional program and careful parole.

Such a policy requires long experience and great caution to attain satisfactory results. Undoubtedly the abolition of prison contract labor was a great gain.

8. A series of state-wide surveys of social problems and resources.

These surveys have been made by outside agencies and have given New Jersey a better perspective on its problems than could be obtained otherwise. In the invitation for and the promotion of these surveys a very commendable spirit of progress and cooperation has been manifested.

9. Inspection and supervision of local public and private welfare agencies.

The department has plans for better organization and wider application of this work in the near future which should prove of much value to all concerned.

10. Cooperation between State departments for the solution of problems of common interest.

Such cooperation has made considerable headway and holds great promise for the future.

11. Successful handling of a large and diverse public-building program.

This reflects great credit on those in charge of it.

12. Adequate publicity on the State's program.

It is believed that a good measure of success has been achieved in the field of constructive publicity on the State's public-welfare work.[2]

13. Substantial improvements in both plant and equipment of the State institutions.

Much has been accomplished in this field.

14. The promotion of community interest in and responsibility for its own social problems.

This represents one of the department's most commendable policies. Realization of this ideal necessarily must take much time and great patience. Each advance made is an accomplishment of first-rate importance.

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[2] These 12 headings end the official list given in the 1922 report.

The New Jersey State Board of Control may well be proud of the measure of success achieved in its various lines of effort. Its program calls for much valuable constructive work in the future which will tax its best efforts but which also will contribute materially to the raising of social-welfare standards throughout the State, as each part is achieved.

RECOMMENDATIONS

It is unnecessary to repeat many of the recommendations made in connection with the general treatment of policies, organization, and operation of the State board of control and the department of institutions and agencies. However, a few recommendations for improved organization and operation may be noted, as follows:

1. More complete understanding and more effective cooperation in the division of labor should be worked out with each State department whose interests touch those of the State board.
2. In matters concerning the internal administration of State institutions or agencies full recognition should be given to the responsibility of the local boards of managers and to the great value of developing the initiative and interest of the superintendents.
3. Friendly supervision of both public and private local social agencies and institutions should be made more frequently and thoroughly, as contemplated in present plans.
4. In dealing with the organization of the department of institutions and agencies it was suggested (see p. 21) that certain administrative sections (those concerned with filing, auditing, and collections) might be consolidated under one division and supervised by a director instead of by the commissioner, so that the commissioner would have more freedom for outside duties. One of the most important of such duties would be that of keeping closer personal contact with local boards of managers and the work of their respective institutions and agencies.[3] Such contact would promote the morale of the entire organization.

In 1925 the results of a rather comprehensive study of public-welfare departments throughout the United States were published. In a chapter on attainable standards for State departments the authors make the following statement regarding the branches of public-welfare work that they regard, on the basis of the study, as a minimum for a well-balanced department.

> Within the State department of public welfare there should be at least the following bureaus or divisions of work:
> A. Bureau of child welfare or children.
> B. Bureau of mental health or hygiene.
> C. Bureau of institutional supervision or control.
> D. Bureau of county or community organization.
> E. Bureau of rehabilitation or restoration.
> F. Bureau of education, promotion, and publicity.[4]

With this list as a suggestive standard it may be worth while to measure the organization of the department of institutions and agencies:

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[3] The new commissioner already has made great progress in this matter.
[4] Odum, Howard N., and D. W. Willard: Systems of Public Welfare, p. 150. Chapel Hill, N. C., 1925.

A. *Bureau of child welfare.*—Unlike most progressive departments of public welfare New Jersey's department has no unit even closely approximating a bureau of child welfare. It is true that the term "domestic relations" covers in a general way certain of the functions usually grouped under this head. The present board of children's guardians exercises the greater part of such usual functions, and yet it has a subordinate position in the organization of the department. (See chart facing p. 20.) With no attempt to outline any exact solution for this problem, which involves many particularly difficult aspects, it may be suggested that the State board can not hope to render the utmost service possible for children until some satisfactory coordination under one responsible head, of all the functions logically related to a child-welfare bureau has been affected. The new commissioner reports having plans under consideration for the creation of a division of child welfare.

B. *Bureau of mental hygiene.*—The work of such a bureau is included as part of the large program intrusted to the division of education and classification.

C. *Bureau of institutional supervision.*—The division of inspection and one of the sections under the division of parole and domestic relations include the functions placed here. Plans now under consideration by the new commissioner look toward the consolidation of these lines of work, with certain other related lines, in a new and larger inspection division.

D. *Bureau of community organization.*—No division corresponding to this is in existence in the department. The assistant director of the division of parole and domestic relations carries many of the duties which properly fall here. Considering this beginning and the emphasis rightly placed on community organization by the State board it would seem feasible to create such a division to include everything falling under this head or closely related to it. Such a move would help to make this policy concrete and clearly understood by the public, and should materially aid in the promotion of much desired county organization.

E. *Bureau of restoration.*—This term may be interpreted to include the work done by the division of parole and domestic relations, assisted by the division of education and classification. The work of the department of labor's rehabilitation clinics should be closely coordinated with this program. Both the State department of education and the State department of health could contribute more than they have done in the past toward the work of restoration.

F. *Bureau of education, promotion, and publicity.*—The activities logically falling to such a division have been scattered about among various individuals of the department, under the general supervision of the commissioner. Such activities should not be too narrowly confined. They might be made more effective, however, if coordinated more closely, especially in the publication of regular reports and of the Quarterly.

THE GENERAL PROBLEM OF SUPERVISION

The question of just what constitutes supervision as differentiated from administration and of just how effectively one central

board can exercise both functions, has not yet been settled to the complete satisfaction of all who are interested. New Jersey has created an unusual form of organization, with boards of managers administering their respective institutions or agencies under a central board of control. Each of these local boards exercises both administrative and supervisory functions. The distinction between the respective spheres of authority of central and individual boards has not always been so clear as could have been desired. Though this problem now seems likely to come to a satisfactory solution it does not entirely settle the question of supervision as a function distinct from administration. Can a board of control successfully criticise its own work? Can it perform additional functions of a purely advisory board? That the commissioner recognized the reality of these problems is shown in the following statements: "The department has aimed to obviate the common criticism that its type of organization precludes satisfactory critical revision of its own functioning," and "Frank criticism, coupled with constructive recommendations to eliminate improper conditions, is the only sound basis for administrative progress." [5]

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[5] Lewis, Burdette G.: Letter of transmittal, the Quarterly (issued by the New Jersey State Department of Institutions and Agencies), vol. 1, No. 4 (July 1, 1923), p. 4.

CIVIL SERVICE IN NEW JERSEY

THE PROBLEM OF CIVIL SERVICE

The extension of governmental responsibility for social welfare involves a corresponding growth in the variety of government activities, requiring attention to new problems in policy making, administrative control, and supervision in order that the growing social program may function effectively. Though these aspects have received much study and substantial progress has been made, not all nor even the major problems have been solved to the general satisfaction of those intimately concerned. The rapidly growing demand for qualified personnel for the new agencies being established has not received the attention it deserves. Unless such a personnel can be secured and retained little real progress can be expected in the actual functioning of even the most wisely planned programs. Both in public service and in private enterprise efficient personnel administration has become a major factor in the success of any considerable undertaking. With very few exceptions either this problem has received no recognition commensurate with its importance or it has remained in a pioneering stage even where necessity has made its recognition unavoidable.

Civil service, or appointment on a merit basis determined by tests, was established by the National Government in 1883 to remove public personnel from the field of political spoils. Two States (New York and Massachusetts) adopted the plan in 1883 and 1884. To-day, after 43 years, only 10 of the 48 States have adopted civil service at all, and of these 10 probably not more than 6 or 7 have public-personnel administration of a reasonably high order. Because of the very great importance of obtaining and retaining qualified personnel for State child-welfare undertakings the New Jersey practice has been analyzed in some detail. A large part of the public, both inside and outside the Government, regard civil service as having two principal objects—(1) that of rewarding worthy individuals for past services in behalf of the public, as witnessed by veterans' preferences, and (2) that of protecting the tenure of office of those in the public service. The really important object of civil service is to secure the most efficient public service possible at reasonable cost. Civil service at times may be subordinated to political interests, and its processes sometimes may be slow or its selections imperfect. The experience of the Federal and several State and city governments, however, indicates that it has substantial advantages in the long run over any other system yet devised. The very fact that it is generally free from political partisanship enhances its appeal to the best type of potential government employees.

Well-directed publicity in regard to positions to be filled more nearly and more effectively reaches the entire field of available

talent than can the personal knowledge of even the best-informed executives. Such publicity discovers qualified individuals willing to take examinations, where the executive has no idea of their existence. Recent progress in the development of objective testing is rapidly improving the efficiency of selection.

A certain amount of inflexibility in the procedure of civil service and a greater or less tendency to protect the tenure of inefficient employees are faults due more often to administrative timidity than to inherent weaknesses in the system. Advancing research and greater attention to the details of personnel management in both public and private experience are raising civil-service standards and strengthening the security of its foundations.

A survey of civil service in New Jersey is justified by the need for knowledge on the actual working of public-personnel administration, since New Jersey represents one of the most extensive and progressive State administrations in this field. The major emphasis has been put on the problem of providing satisfactory personnel in the social-welfare field, with a critical study of both the achievements and the shortcomings in these efforts. Considerable attention, also, has been devoted to the commission's work in classification and salary regulation, as these have been developed to an unusual degree in New Jersey and are aspects of major importance in modern personnel management.

The civil-service commission in New Jersey has followed progressive policies in most respects and has avoided unnecessary antagonism by a cautious use of new authority. It has followed the best practice in most of its rules and regulations and in most parts of its testing and certifying. In the selection of personnel for social-welfare positions of some kinds the commission has fallen below the high average it has maintained for other services in the State. It has cooperated with department heads in matters of organization. The commission has not been able to assist in the task of improving public service through research, employees' training, and improvement of working conditions because of the lack of sufficient appropriations for such purposes. Its reports are excellent, but its general publicity might be improved. The work of the commission is materially strengthened by a sound and liberal employees' retirement system.

EARLY YEARS OF CIVIL SERVICE IN NEW JERSEY

New Jersey is one of the few States that have realized the importance of efficient public-personnel administration. The original New Jersey civil service law was enacted in 1908 and was based on the best practice of that time. It was modeled largely on the Illinois, Massachusetts, and New York laws but was applicable to the State and available to local-government services when adopted, as described on page 61. This act has been adopted by nearly all the more populous counties and by most of the large cities of the State.[1]

The commission was subject to an investigation in 1916–17 which resulted in its reorganization by a legislative committee. The investigation was not, however, an attack on the principle of the merit system, and the committee's report contained several important recommendations for strengthening and extending the civil service law. The committee reported that it found sufficient evidence to prove that the New Jersey Civil Service Commission conducted its affairs economically and efficiently and on sound business principles, and that the civil service law had a wholesome and salutary effect on the administration of the State's business and operated to the great advantage of the people of New Jersey.[2]

In 1918 the legislature passed the necessary amendments to make most of the committee's recommendations effective. The commission's authority was extended to include classification in all its jurisdictions and control of compensation schedules in the State service and such local services as might choose to benefit by it. Although the commission has achieved unusual success in both classification and compensation regulation local authorities have not elected in general to profit by the authority to control compensation. At this time the commission employed specially trained personnel men to assist in preparing a complete classification of the State service. As a result of the investigation the political atmosphere was cleared, civil service was placed on a firm foundation, and a new era of usefulness for it was inaugurated.

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[1] For an outline of the original civil service law in New Jersey with important amendments and court decisions, see Appendix A, p. 57.

[2] Report of the New Jersey State Civil Service Commission Investigating Committee to the legislature, session of 1917, p. 45. Trenton, 1917.

THE PRESENT SYSTEM OF CIVIL SERVICE IN NEW JERSEY

THE COMMISSION

The civil-service commission consists of five members appointed by the governor with the consent of the senate and removable by him after public hearing. The members must be residents of New Jersey and must hold no other office of profit under the State or the United States. They receive salaries of $3,500 a year, with an additional $500 for the president of the commission. The term of office is five years and the members are eligible for reappointment. One term expires each year. At the end of the terms under which the members were serving at the time of the study one commissioner will have served 13 years, two 12 years each, one 10 years, and one 5 years. The commissioners represent a variety of experience, including newspaper editing, law, real estate, railways, insurance, and banking.

The commissioners act in legislative and judicial capacities. Each commissioner is assigned to one of the branch offices which are located in the principal cities of the State. These branch offices are open every week day and here the commissioner checks pay rolls and handles a large volume of other routine civil-service work. In addition to the branch-office work the entire commission meets formally in the Trenton office on Tuesday of each week, and one or more members attend other conferences and hearings on various matters.

Experience in public administration has indicated, on the whole, that a paid board or commission functions less efficiently than an organization under a single commissioner qualified for the work by training and experience who could exercise the necessary quasi legislative and judicial functions of the present commission, as well as carry on the executive functions of chief examiner.

A nonpolitical, unpaid board appointed by the governor, with consent of the senate, presents certain advantages over the present system. If chosen for their knowledge of the various fields of public service and qualified by experience and judgment for the legislative and judicial functions of the commission the members can be of great assistance in securing public approval for sound personnel administration. A salary of no more than that paid in New Jersey coupled with responsibility for certain clerical work is usually found to be an embarrassment in securing outstanding personalities for such positions.

The chief examiner and secretary is appointed by the commission and is in the classified service. He receives $7,000 annually. He was appointed in 1910 as assistant chief examiner and was promoted to his present post in 1917 on the death of the original chief examiner, who had served during the commission's first nine years. Such stability in personnel has made possible steady progress and a higher grade of service than is usually found.

The chief examiner and secretary is a university graduate and an experienced administrator. In addition to his State duties he has acted as consultant on personnel problems for several other civil-service commissions in the United States and Canada, and holds im-

portant posts in several national personnel organizations. He has written extensively and is held as an authority in this field.[1]

The chief examiner and secretary is chief executive and administrative officer for the commission, and his offices and staff are located in the state house at Trenton.

THE FIELD OF CIVIL SERVICE

Massachusetts, New York, Ohio, and New Jersey extend the operation of their State civil-service commissions to counties or municipalities, or both, in order that the smaller political subdivisions may benefit from a personnel organization with the size of staff and completeness of equipment and experience that would be much beyond most of them individually. Experts agree that this is the best means of assuring efficient personnel administration in most counties, cities, or smaller civil divisions.

The New Jersey act may be adopted by referendum vote for any local government. (See p. 61.) Within about two years of its enactment, Essex County, East Orange, and Newark adopted it. The following table shows the dates of adoption of the New Jersey civil service act and the persons employed under the act in the areas in which the law is operative:

TABLE 3.—*Date of adoption and extent of civil service law in New Jersey by area in which operative; June 30, 1923*

Area of operation	Date of adoption	Persons employed [a]				Population, census of 1920 [b]
		Total	In classified service		In unclassified service	
			Number	Per cent		
State	1908	6,268	5,277	84.2	991	3,155,900
County	------	3,885	3,726	95.9	159	2,111,158
Bergen	1916	398	361	90.7	37	210,703
Essex	1910	1,233	1,205	97.7	28	652,089
Hudson	1911	1,421	1,378	97.0	43	629,154
Mercer	1911	236	231	97.9	5	159,881
Passaic	1912	265	239	90.2	26	259,174
Union	1914	332	312	94.0	20	200,157
City	------	[c] 11,138	11,603	[c] 98.2	205	1,237,867
Camden	1923	(d)	[e] 670	(d)	(d)	116,309
East Orange	1910	447	408	91.3	39	50,710
Elizabeth	1913	680	656	96.5	24	95,783
Jersey City	1911	3,241	3,214	99.2	27	298,103
Newark	1910	4,662	4,616	99.0	46	414,524
Paterson	1912	983	936	95.2	47	135,875
South Orange	1911	99	92	92.9	7	7,274
Trenton	1911	1,026	1,011	98.5	15	119,289
Newark school district	1912	[f] 298	290	97.3	8	------

[a] Sixteenth annual report of the Civil Service Commission of the State of New Jersey, pp. 32 and 34.
[b] Fourteenth Census of the United States, Vol. III, Population, pp. 643–651. Washington, 1922.
[c] Exclusive of Camden.
[d] No report.
[e] Does not include laborers employed by the city of Camden.
[f] Persons employed by the Newark Board of Education (not including teachers).

[1] He was appointed to draft and present the report on civil-service organization for the Conference Committee on the Merit System in Government, representing the National Municipal League, the Government Research Conference, the National Civil Service Reform League, the National Assembly of Civil Service Commissions, and the Bureau of Public Personnel Administration. See Public Personnel Studies, vol. 4, No. 1 (January, 1926), p. 1.

From the foregoing figures it will be seen that not only the State as such but also over two-thirds of the population by counties and all but four of the cities with a population of 50,000 or above (these four cities combined totaled only 259,468 by the census of 1920) use the services of the commission.[2]

In the jurisdictions shown in the table on page 43, 84 per cent of the public personnel comes within the classified civil service for the State, 96 per cent for the counties, 98 per cent for the cities, and 97 per cent for the Newark school district.

The extent of jurisdiction is further emphasized by the fact that $30,707,052.29 (89 per cent) of the entire State pay roll [3] of $34,380,-310.02 went to personnel under classified civil-service control.

The law excludes the following persons from the classified service: (1) All officers elected by popular vote; (2) all officers appointed by the governor with or without legislative consent; (3) all officers and employees appointed by the senate and/or assembly; (4) all election officers; (5) heads of departments, boards, and members of commissions; (6) all law officers of municipalities; (7) all military or naval officers and men; and (8) superintendents, teachers, and instructors in public schools and State institutions, county school superintendents, members of boards of education, and police magistrates.

The trend of amendments from 1908 to the present time has been to bring an increasing proportion of public personnel under civil-service control.

NEW JERSEY CIVIL-SERVICE ADMINISTRATION

CLASSIFICATION OF POSITIONS

Classification of positions on the basis of jurisdiction were as follows: (1) The exempt class; (2) the competitive class; (3) the noncompetitive class; and (4) the labor class. (For a definition of these four classifications see Appendix, pp. 58, 59.)

Classification of positions on the basis of duties and responsibilities was made mandatory for the State and local services subject to the act by 1918 amendments. The section relating to the State service provides as follows:

> The State civil service commission shall have the power and shall provide by rule, adopt, and maintain a classification of the State classified service, based on the duties, work requirements, authority and responsibility, and requirements as to training and experience, which classification shall include schedules and standard specifications of service, grades, titles, duties, qualifications, and compensation or rates of wages of all offices, positions, and employments in the State classified service, and to provide and establish definite procedure and regulations governing advancement in compensation or rates of wages based on meritorious action, efficiency and seniority, and lines of promotion through different grades of the service.[4]

The following terms and classification were adopted in pursuance of the law. The terms are rather unlike those commonly found be-

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[2] Fourteenth Census of the United States, 1920, Vol. III, Population, pp. 645–646, Washington, 1922.

[3] Sixteenth Annual Report of the Civil Service Commission of the State of New Jersey, 1923, p. 34.

[4] N. J., Laws of 1918, ch. 24, sec. 2. A special section applies similarly to local-government services which are under civil service (Laws of 1918, ch. 54).

cause of a decision to retain those that had been in use for a considerable time. These classes and grades are fixed by rules and may be amended from time to time by the commission.

CLASSES AND GRADES—STATE SERVICE

SECTION I. Class defined: The term "class" is used to designate functional divisions or groups which are determined irrespective of departmental organization or lines of authority, and includes offices and employments having duties of similar lines and character.

SEC. II. Grade defined: The term "grade" is used to designate a subdivision of a class or service when applied to the State service and any municipal service which has been classified and standardized under the provisions of chapters 24 and 54, P. L. 1918.

SEC. III. State service defined: The term "State service" shall include all offices, positions, and employments in the classified civil service of the State government.

SEC. IV. Classes and grades established: All offices, positions, and employments in the classified service of the State are hereby arranged into classes and grades according to the general line and character of the work involved in the respective duties thereof. Within each class there are established grades, each grade comprising offices, positions, and employments having duties of substantially similar authority, importance, and responsibility. The classes and grades within classes, in the classified service of the State, shall be as follows:

Class	Service	Number of grades
A	Clerical	7
B	Engineering	6
C	Agricultural development	4
D	Physician	4
E	Nursing and attending	4
F	Laboratory	5
G	Legal and judicial	5
H	Library	4
I	Public information	4
J	Chaplain	1
K	Investigational and examination	5
L	Inspectional	4
M	Domestic and institutional	6
N	Guard and correction officer	3
O	Custodial	4
P	Protection and conservation	4
Q	Engineman	3
R	Skilled labor	5
S	Labor	1
T	Museum	3
V	Institutional [5] teaching	2

Most social-work positions are classified in the investigational and examination service (K); those relating chiefly to health or occupational therapy fall under the nursing and attending service (E); matrons are classed under domestic and institutional service (M); and recreational work for the State institutions under the institutional teaching service (V).[6]

Salary schedules are devised after careful study of the qualifications and duties required for given positions, the compensation usually paid for similar service in general practice, and the funds available for salaries for these positions. Following are a few examples from social-service schedules:[7]

1. Supervisor, K–III, widows' pension department of the State board of children's guardians, $180 to $190 per month.
2. Social investigator, K–I, State board of children's guardians, $120 to $150 per month.
3. School census officer, K–III, Newark Board of Education, $2,300 to $2,900 per annum.

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[5] In the 1926 schedule of examinations the term "vocational" replaces institutional.
[6] Thirteenth Annual Report of the Civil Service Commission of the State of New Jersey, 1920, pp. 233–236.
[7] Selected from the civil-service commission's schedule of examinations, April, May, and June, 1926.

4. Assistant probation officer, K–III, Passaic County probation department, $1,800 per annum.
5. Psychiatric social worker, K–IV, Essex County juvenile clinic, $1,800 to $2,700 per annum.
6. Matron, M–IV, maternity unit, State home for girls, $75 to $100 per month, plus maintenance.
7. Director of scouting, athletics, and recreation, V–II, State home for boys, $175 to $205 per month.

COMPENSATION SUPERVISION UNDER CIVIL SERVICE

The 1918 amendments to the civil service law placed compensation under the commission's authority. Much tact and care were required to put the new provisions into effect. Local governments, even at the time of the study, with a few exceptions, cooperated very little and preferred complete independence of action in this field. Regardless of the actual authority conferred upon it the commission followed a policy of developing this aspect of its local service only as rapidly as local opinion favored it.

A large degree of success, however, attended its efforts in the State service. The following statement by the chief examiner and secretary will describe this development:

> The law under which the classification and compensation plan is administered provides for almost complete control of salary and wage regulation throughout the classified service by the civil-service commission. It is safe to say that neither the administrative authorities nor the civil-service commission at the beginning visioned fully the intimate relations that must exist, under the terms of the statute, between the civil-service commission, the budget authorities, and the joint legislative appropriations committee in order to establish and maintain proper compensation control. It soon became apparent, however, that if proper control was to be had over salary adjustments its basis must be laid in the preparation of the budget estimates and in the appropriations for personal service. To meet this situation and to retain effective compensation control a plan of cooperation between the civil-service commission, the budget authorities, and the appropriations committee has been developed which insures much more careful attention and certainly more cooperative effort with respect to estimates and appropriations for personal service than is usually accorded this important item.[8]

In theory the budget commissioners and the civil-service commission meet and decide upon a salary and wage policy for the next budget recommendations. In reality they rarely succeed in agreeing upon a definite policy. Estimates from departments are received, and hearings on these are held by the governor. The budget as presented to the legislature includes detailed analysis of these estimates and recommendations by the civil-service commission.

> There are, to be sure, a number of cases each year where special requests are presented either to the governor or to the joint appropriations committee, for special consideration of the amount of compensation for an individual position. Such requests are almost invariably referred back to the civil-service commission for further suggestion and recommendation.[9]

The attitude of the governor is well illustrated by the following:

> The fixing of fair and adequate compensation for the many employees of the State is one of the most difficult problems which confronts the executive

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[8] "The development and administration of classification and compensation plans in the State service of New Jersey," by C. P. Messick and Fred Telford. Public Personnel Studies, Vol. III, No. 4 (April, 1925), p. 127.
[9] Ibid., p. 128.

and the other officers of the State having to do with this branch of the State service. Owing to the detail involved it is well-nigh impossible for the executive, as budget officer, and his assistants to investigate the kind and character of work performed by each employee.

I would, therefore, recommend that the civil-service commission, which fixes these salaries and classifies the employees, hear the requests of the heads of departments and institutions, and advise with the governor, so that there may be closer cooperation and coordination in the amounts fixed by the commission for salaries and the recommendations in the budget message.[10]

In practice the commission must certify all pay rolls before they may be paid. The rules provide as follows:

The comptroller or other fiscal officer of the State or any municipality thereof under civil-service regulation and control shall not draw, sign, or issue any warrant on the treasurer or other disbursing officer for the payment of any salary or compensation to any officer, clerk, employee, or other person in the classified civil service unless the estimate, pay roll, or account for such salary or compensation containing the names of every person to be paid shall bear a certificate of the civil-service commission that the persons named in such estimate, pay roll, or account have been appointed, employed, reinstated, or promoted in pursuance of the civil service law and rules, under the penalty provided in section 26 of the civil service act.[11]

The certification of State and local pay rolls provides a most important check-up on the actual observance of the law.

New Jersey appears to have achieved unusual success in the matter of orderly, logical control of compensation for State employees. Its one weak spot has been in the field of promotions. Many employees believe that loyal and competent service does not earn the salary advances which might reasonably be expected.

During and following the late war the civil-service commission rendered notable service to the State in providing for equitable compensation without permitting inflation of salary schedules. With this demonstration of success in the State service, and with the growing need of more businesslike management of local public pay rolls, the future should see constant extension of the commission's services to the city and county governments as provided by this part of the law.

SELECTION OF PUBLIC PERSONNEL

Foremost among the duties of a civil-service commission is that of supplying well-qualified, dependable personnel for the public service. Other functions, however important in themselves, must remain subsidiary to this basic one. It is, therefore, of the utmost importance that the need for qualified individuals shall be generally known, that the advantages of public service shall be duly appreciated, that the kind and conduct of examinations shall command general confidence for efficiency and fairness, and that the whole system of selection shall function smoothly and well.

The law provides that examinations shall be free to all citizens of New Jersey subject to the limitations prescribed in rules as to residence, age, sex, health, habits, and moral character. For local public service eligibility is limited to residents of the county or municipality "in which the service is to be rendered and from the funds of which the employee is to be paid."[12]

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[10] Budget message of George S. Silzer, governor of New Jersey, for the fiscal year ending June 30, 1927, p. x. Trenton, 1926.

[11] Fourteenth Annual Report of the Civil Service Commission of the State of New Jersey 1921, p. 237. Trenton, 1922.

[12] N. J., Laws of 1924, ch. 134, p. 300.

Examinations shall be practical in character and designed to test fairly relative capacity to discharge the duties of the given position. Reasonable qualifications, excluding political or religious affiliations, may be required before a candidate is admitted to an examination.

The commission is required to select such places for holding these examinations as will most nearly provide equality of opportunity, and to give due notice of their time, place of holding, and scope, by publication for two weeks in advance in generally circulated newspapers, and by sending printed notices to county clerks, to be posted conspicuously by them.

If the required advertising fails to produce eligible persons within the State for a given position, persons from outside may be permitted to take the examination, under certain restrictions. [13]

Examinations for the State service are held at Paterson, Jersey City, Newark, Elizabeth, Trenton, Camden, and elsewhere if special conditions demand. Local-service examinations usually are held in the respective county courthouses or city halls.

Notices of these examinations include the date given, a description of the position and its duties, the salary, the qualifications as to both residence and experience or training, the subjects to be covered and weights accorded to each, the time allowed, and general instructions in regard to application.

Application blanks provide for detailed information regarding the name, residence, citizenship, age, mental and physical condition, marital condition, education and experience, police record, military or naval service record, and previous public service, if any, for State or local government. They also require that three reputable citizens shall certify to the character, reputation, and fitness of the applicants.

The commission depends more on the difficulty of the examination than on entrance qualifications to eliminate the unfit. This means a larger volume of work in grading and certifying than otherwise would be necessary.

A limited staff of technical experts is maintained for devising and grading highly technical examinations. Consultants are called in occasionally, even from outside the State, where this appears desirable. Department or institutional heads immediately interested are requested to suggest qualifications for applicants, or subjects, for the examination. The commission through its chief examiner, however, reserves the right to use or reject these suggestions as it seems advisable.

The commission has done particularly good selective work for the engineering and related services, better than average in the clerical field, but not so good in the social-welfare field. Undoubtedly, standards in the social-welfare field are less definite than in the clerical field, but professional qualifications established by the commission have not been so high as would be desirable for institution and agency personnel. The educational requirements are too low in each case, with alternatives so very general in nature as to give little idea what real minimum must be met by the applicant. Under

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[13] N. J., Comp. Stat. 1910, p. 3801, sec. 74; Laws of 1911, ch. 148, p. 216.

experience, also, the requirements are too general, allowing of the widest interpretation. Experience in the specific line of work to be undertaken or in related service of a specified character would appear to be none too stringent requirements. The age limitations also need to be more logical. Twenty-one years is a very immature age for work as responsible as that of a social investigator, and 25 years is young enough for a juvenile probation officer.

Probably the commission uses much care in interpreting qualifications when it rates individuals, to avoid certifying those who may not give reasonable promise of succeeding in the work for which they have been examined. More detail, however, would be very helpful as a guide to prospective applicants.

The examination questions[14] given have more to commend them, although the answers require very careful grading to determine relative ability. In this connection it must be recalled that the oral interview carries much weight in New Jersey civil service. If carried out with sufficient care this part of the examination can make up, in large part, for the incompleteness of the other requirements.

Certain practical limitations have prevented the commission from requiring as high standards as they agree would be desirable.

In a few cases executives have made public statements in regard to the qualifications they would demand for given positions in advance of the examination and without consulting the commission. Such advance publicity has materially handicapped the commission in its selective service for these executives.

Instances have been cited, particularly in the municipal services, where appointing officers opposed the requirement of high-standard qualifications for their subordinates, for fear of embarrassment to themselves or because of local prejudice.

The principal difficulty, perhaps unduly emphasized, has been the limitation in available personnel of high qualifications who would accept positions in social-service work at the salaries the State, county, or municipality was ready to pay. For examples of examinations given to applicants for positions in the social-welfare field see Appendix B, pages 64–66.

The qualifications required in the Federal civil-service announcement for even a minor position are rather specific and detailed in comparison with those of the New Jersey commission. (See Appendix B, p. 66.) Each year sees standards in professional fields becoming more definite and higher. The research work of such organizations as the Bureau of Public Personnel Administration provides a valuable guide for State and local personnel examining boards. It should be possible for them to raise their standards all along the line.

Fairness in giving and grading examinations and impartiality in preparing eligible registers have characterized New Jersey civil service throughout its history. A general average of 70 per cent is required for placement on the register. Eligibility varies from one to three years in duration, two years being the usual period.

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[14] See "Suggested Tests for Probation Officer," in Public Personnel Studies, June, 1926, p. 185.

CERTIFICATION AND APPOINTMENT

The three eligibles standing highest on the appropriate register are certified to the executive requesting a person for an appointment.[15] If more than one vacancy is to be filled, two names in addition to those required are certified for selection. The appointing officer is allowed two weeks to look up the records of the individuals certified and to make his selection.

Three days are allowed in which to accept appointment. On notice from the appointing officer that a person named in a certification has declined appointment, and on receipt from such officer of such declination in writing, or of evidence of the failure of such person to respond to a notice properly sent, the certification is completed by the addition of the names or name of the eligibles next in order, and when any eligible declines appointment without giving satisfatory reasons, his name is removed from the eligible register. If the declination is because of salary paid or locality, his name may be retained on the eligible register at the discretion of the commission, but he shall not again be certified for the same or less salary or for the same locality.

A three months' period of probation is required, with the usual provisions for written notices to both probationer and commission in case the individual is unsatisfactory. It is provided further that "the name of any dismissed probationer shall be replaced in its former position on the eligible register for further certification, provided the reasons for the dismissal during the probationary period are not such as to warrant his name being removed from the eligible list."

When a regular examination fails to produce an eligible register for a given vacancy, the appointing authority may nominate a person who shall be given a qualifying examination by the commission and who may be certified and appointed upon passing it.

Seasonal appointees have preference for reappointment the following year.

Temporary appointments are made, if practicable, from eligible registers, and otherwise from noneligibles for a period of not more than two months, with a possible additional two months' extension, subject to the approval of the commission.

Emergency appointments are limited to 10 days or until the next meeting of the commission and must be reported immediately and receive the approval of the secretary. They may not be extended.

Veteran's preference in New Jersey is better regulated than in some other States. A veteran must have a passing average of 70 per cent to become eligible at all. Service credits from 2½ up to 10 points may be added on the basis of length of service, and its probable value for the given position. If, however, a veteran who had received 70 per cent in the examination were wounded or injured in line of duty, he must be given the maximum credit, must be placed at the head of the list, and must be appointed.

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[15] This rule also provides that each of the three eligibles certified must be notified immediately by the commission of his certification, with the title and salary of the position to be filled. This preliminary notification is not required by law and is embarrassing to the appointing officer, who not only must notify the one selected for appointment but also must notify the two not selected of their rejection. Such a procedure leads to pressure from friends of the eligibles, both political and nonpolitical, which is objectionable and defeats the purpose of certifying three names.

The following quotation regarding the subject of veteran's preference is worth consideration:

> Public office should not be regarded as a gratuity but as an opportunity for public service by those best fitted. Under the merit system the examinations are designed to test relative fitness and are open and competitive for all American citizens who meet certain preliminary requirements, and appointing officers are required to fill vacancies from among those graded highest. To the extent that public office is an honor and a means of livelihood all should enjoy equal opportunity to compete for appointment. The civil service increasingly demands educated, experienced employees, and to use it as a reward for military service is an extremely expensive method of pensioning. It is essential that the merit system of appointments, based on the principle of open competition, should not be impaired.[16]

REGULATION AND IMPROVEMENT OF THE SERVICE

Two progressive ideas that were incorporated in the 1918 amendments to the civil service law provided for personnel advisory committees and a bureau of personal-service standards and records.

Department heads were to appoint representatives on the committees to advise with the commission on matters of personnel administration. Only a few such committees ever came into being, and these never functioned well, owing largely to the indifference of the appointing executives. Many problems touching either policy or practice in regard to transfers, temporary appointments, dismissal, regulation of hours and of leave, training of employees, research into the effectiveness of procedure, and related matters would appear to fall naturally into the province of these advisory committees. Many executives work at a serious disadvantage for the lack of just such information and assistance as the commission could best provide through this medium of cooperation. The real difficulty lies in the failure on the part of all concerned to appreciate just what constructive possibilities are inherent in such personnel advisory committees. A campaign of education on the subject by the commission should be more than usually productive of good results.

The law creating the bureau of personal-service records and standards warrants research work of great value. (See Appendix A, p. 62.) Liberally interpreted it authorizes the commission to study and plan for improvement in the organization and procedure of all parts of the public service.

The bureau of personal-service standards and records has not been organized as a separate division, but has been given a place in the integral staff organization of the commission, under supervision of the chief examiner and secretary. It has performed with commendable efficiency the major functions devolving upon it, particularly those having to do with classification and administrative organization, but it has not covered many of the related problems included in the original intent of the law. Its research should be extended in conjunction with that of effective advisory committees as rapidly as circumstances will permit.

Transfers are authorized by law, at the request of employees and with the consent of the department heads concerned, so long as they

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[16] Thirty-eighth Report, U. S. Civil Service Commission, for the fiscal year ended June 30, 1921, p. xix. Washington, 1921.

do not involve anything equivalent to a change in relative status. The commission has pursued a rather conservative policy here.

In the matter of leaves of absence, hours, and similar questions the law provides the commission with ample authority to make uniform regulations governing hours of work, vacation, sick leave, and other matters affecting service and employment in the State departments, boards, commissions, and institutions. It may suggest such regulations for local governments.

Comparatively little has been done, except by common consent, toward establishing the uniformity authorized in the State service. Departmental heads retain very large freedom of action in all such matters, resulting in a variety of regulations among different departments. This irregularity causes more or less dissatisfaction among employees. Reasonable steps looking toward better regulation might be helpful.

Quarterly efficiency ratings, based on quality and quantity of work, personality, discipline, and attendance are required for all employees. These ratings have not worked out very effectively, because of the great difficulty of devising a satisfactory system of weights, or of carrying out any system devised. No really efficient system has ever yet been developed.

Under the general provisions of the 1918 amendments might be included the right to assist executives in training their subordinates, both for better service in their given employments and for advancement to more responsible positions. The law specifically urges the filling of vacancies by promotion wherever this may be practicable.

Experience in both public service and industry has proved that when the general educational and experience requirements for original appointment are reasonably high, the training of those already in the service for advancement in their own lines or for service in other lines for which they may qualify, returns, ultimately, many times its cost. There is not only the great advantage of filling vacancies with those already well acquainted with the policies of the organization and with experience of the utmost value in its work, but also the value to morale of providing a strong incentive to those in the service to develop their ability and so to prove their fitness for promotion. In New Jersey the matter has claimed considerable attention on the part of those handling trained personnel. The civil-service commission has given its approval of such plans for several years, but has not had funds to do this work as it should be done.[17]

SUSPENSION, REDUCTION, AND DISCHARGE

Suspensions, subject to the commission's approval, for disciplinary purposes may be made, not to exceed 30 days, except in case of criminal offenses, but shall not be repeated in succession. The provision regarding suspensions is as follows:

> Any employee in the classified civil service of the State or of any municipality thereof which has or may hereafter adopt the provisions of the civil-service law who shall be guilty of any one or more of the following offenses shall be subject to removal, discharge, fine, or reduction, provided that nothing

[17] "Institutions and universities as cooperative training schools." The Quarterly, vol. 3, Nos. 3–4 (July–October, 1925), p. 10, 11.

contained in this section shall be held to prevent removal, discharge, fine, or reduction based on any other act or offense not specifically set forth.

a. Neglect of duty.

b. Absence without leave or failure to report after leave of absence has expired, or after such leave of absence has been disapproved or revoked by the commission.

c. Incompetency or inefficiency in the service or incapacity due to mental or physical disability.

d. So inefficient in the performance of the duties of his position that his final efficiency average, kept in accordance with the rules and regulations of the commission, is less than 70 per cent when the facts on which the ratings contributing to such general averages are found by the commission, upon investigation or hearing, to be substantially true and such rating justified.

e. Violation of any lawful and reasonable official regulation or order, or failure to obey any lawful or reasonable direction made and given by his superior officer.

f. Intoxication while on duty or in a public place while off duty.

g. Conduct unbecoming an officer or employee in the public service.

h. Insubordination.

i. Wantonly offensive conduct or language toward the public or other officers or employees.

j. Disorderly or immoral conduct.

k. Willful violation of any of the provisions of the civil-service law, rules, and regulations.

l. The commitment of any criminal act.

m. Failure to pay or make reasonable provision for future payment of just debts, thereby causing annoyance to a superior officer or scandal in the service.

n. Negligence of or willful damage to public property or waste of public supplies and equipment.

o. Pernicious political activity, engaging in political work during working hours, or impaired efficiency due to such activity outside of working hours.[18]

In the public service there is always the double problem of protecting the employees against discharge for political or other reasons not connected with the good of the service and at the same time insuring to the executives who are responsible for the efficient functioning of the various administrative units of the government support in the dismissal of those who are incompetent or disloyal—not to the executive but to the work. It is, of course, not the function of the civil service and certainly not the intention of the New Jersey commission to help incompetent civil servants to remain in office. A policy adapted to the needs of the public service is necessarily less flexible than that which a private agency can follow, and yet very notable results have been achieved in the merit method of selection and dismissal of public employees.

A showing of cause at a hearing before the commission at which the employee is present and has the opportunity to be heard is under the New Jersey civil service law and other legislation of this sort, the device by which a dismissal solely on the merits of the case is theoretically accomplished.

With public hearings provided by law and an organization of the civil-service employees which helps its members in presenting their cases at the hearings, the New Jersey employees are in an unusually favorable position.[19]

However, this method presents certain difficulties for the executives. It is always found almost impossible to remove faithful employees

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[18] Thirteenth Annual Report of the Civil Service Commission of the State of New Jersey, 1920, pp. 257–258.

[19] Though New Jersey civil-service employees have a strong organization for protecting their interests, its power to interfere with justice through use of political pressure appears to have been exaggerated.

of merely average efficiency and replace them with others available for appointment who could do the work much better. Not considering this group but the one which is judged incompetent and undesirable, one explanation of the difficulty in carrying through dismissals for cause sometimes lies in the executives' lack of information as to the exact provisions of the law, and to their reluctance to push proceedings that may attract public notice. Two examples will illustrate this:

A field officer completely ignored repeated orders from his chief to perform certain duties properly falling in his assignment. The chief complained that he was powerless to punish this offender. Rule XVI, sec. 3, *a*, *e*, or *h* (see p. 53), provides ample remedies. Possible explanation lies in either the chief's unfamiliarity with the commission's rules or his dislike of proceeding against an insubordinate member of his staff under the conditions noted.

In another case a field worker had been dishonest and untruthful, and had willfully disobeyed reasonable orders. Proceedings for her dismissal, however, were based on a technical violation of a public-health regulation. After a hearing the commission ordered her reinstatement, on the ground of insufficient evidence to warrant dismissal. The difficulty here appears to lie in a failure to base the charges on grounds properly applying to the case in an official way.

Executives in New Jersey report it to be unduly hard to discipline subordinates or to dismiss those whose presence is detrimental to the public service because of the method of conducting hearings. The law provides that "* * * at the hearing the respective parties may be represented by counsel, and the commission shall hear witnesses and receive all other competent evidence produced, and determine the case upon such evidence as may be presented * * *."[20]

Under this law the practice has grown up for employees, through counsel provided by their organization, to present a technical legal defense, and decisions frequently turn on technicalities rather than on the merits of the case. Such a hearing is not of the sort to promote the best interests of the service. It puts executives to the necessity of preparing detailed briefs and employing of counsel. A representative of the attorney general's office is available to represent executives at hearings, but it has sometimes happened that executives are without counsel at hearings and hence at a disadvantage. Moreover, it is possible for an employee seriously to injure the morale of a staff and yet avoid an overt act which can be set up as clear evidence of that fact.

It should be possible to protect the employees against discharge for political or other reasons not connected with the good of the service and at the same time have it understood that the executives will be aided by the commission to get rid of incompetent and disloyal employees. The right which the commission should regard as of first importance is the right of the State to a high order of public service, and the good of the service should be the test of the case set up by either employee or executive. That the civil-service machinery is established to promote efficiency in public service is sometimes overlooked. Security for employees against dismissal because of per-

[20] N. J. Comp. Stat. 1910, pp. 3795–3807, sec. 80, as amended by Laws of 1917, ch. 236, p. 787.

sonal or political reasons is in the interest of efficient service, but loyalty to the policies and program of the executive and interest in the work are also essential.

Though some modification of the law may be desirable it should be possible for the civil-service commission to adopt the policy of requiring simple and prompt hearings and discouraging technicalities. The executive's decision should be presumed to be correct and should be sustained except where unfairness or political favoritism is established. Such a policy, it is believed, would relieve the commission of much irksome detail, assist materially in improving discipline, and generally increase the efficiency of the public service of New Jersey.

Executives should feel free to consult the commission regarding the interpretation and application of its rules and to seek its advice in a general way regarding the proper procedure to adopt in presenting cases before it. The secretary reported that the commission desired to cooperate in every possible way to insure the most satisfactory possible administration of civil service law, both to protect civil servants and to assist executives to improve the service.

PUBLICITY AND REPORTS

In 1924 there were 47 open competitive examinations advertised for which no applications were received, and in 1925 there were 118 so advertised.[21] A large number of these examinations were for low-paid or inconveniently situated clerical or nursing positions that made little appeal. This lack of appeal, however, tells only a part of the story. More satisfactory response for all kinds of openings might be assured if the commission more readily availed itself of means of educating the public to the desirability and opportunity offered by public service. Though publicity is no substitute for reasonable compensation it should assist materially in calling out better-qualified applicants for the many responsible positions whose duties and income alike justify superior personnel.

Unlike most annual reports of State civil-service commissions, those put out by New Jersey contain not only the essential statistics on personnel, compensation, and related facts but also instructive sections on administrative policy or current problems, with recomdations to improve the public service. They are of more than passing interest to students of civil government as well as to administrative authorities.

The eighteenth annual report for the year July 1, 1924, to June 30, 1925, contained the following divisions: (1) Recommendations for improving the service; (2) an account of the number and kind of examinations and appointments handled during the year, with discussion; (3) a survey of the commission's meetings and hearings, with comments; (4) a list of important decisions on the service by the attorney general; (5) a review of new civil-service legislation; and (6) sections devoted to such topics as "An employment policy" and "Salary regulations."

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[21] Seventeenth Annual Report of the Civil Service Commission of the State of New Jersey, 1924, p. 11; Eighteenth Annual Report of the Civil Service Commission of the State of New Jersey, 1925, p. 28.

Among the recommendations were the following: (1) An extension of the civil service law to include all counties and municipalities in the State; (2) better organization of departmental working forces; (3) the need of more uniform conditions of employment; (4) better control over the creation of new positions in the service; (5) the adoption of logical salary schedules in county and municipal services; (6) the value of legislative standing committees on civil service to consider all personnel problems coming before the senate or assembly. Each of these topics was discussed sufficiently to show its importance.

The rules, regulations, and complete classification are published as part of the reports from time to time, the most recent occasion being the 1920–21 report.

RETIREMENT AND PENSION

The entire problem of retirement and pension of public personnel in New Jersey is handled by a special State employees' retirement system under a board of trustees composed of two members appointed by the governor, two elected by the members, and ex officio the treasurer of the State.[22] The benefits of the system are open to municipal and county employees under certain conditions.

The law provides for contributions or deductions from the salary received, determined on an actuarial basis. The allowances include both annuities and pension. Retirement at 60 years is allowed, and at 70 years is compulsory. Accident-disability retirement is provided.

In fairness, liberality, and soundness of basis the New Jersey State employees' retirement system is ranked as one of the best in the country.

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[22] N. J., Laws of 1921, ch. 109, amended by Laws of 1924, ch. 261, p. 674.

APPENDIXES

APPENDIX A.—SUMMARY OF THE NEW JERSEY CIVIL SERVICE LAW

The original civil service act of April 10, 1908 (Laws of 1908, p. 235), with amendments and supplements of especial interest to date, is here summarized and certain sections are quoted:

Date of effect.—The law provides that after six months from its approval all appointments, promotions, etc., in the State civil service, and after 45 days from its adoption by any municipality, all appointments, promotions, etc., in the civil service of such municipality must be made in accordance with such law. **[N. J., Comp. Stat. 1910 (Vol. III), pp. 3795–3807, sec. 57, summarized.]**

Duration of tenure.—Those in office at time of adoption shall continue to hold such office, and be removed only as provided in section 24 of this act. This applies only to indefinite appointments, not to those for a legally specified time. **[Ibid., sec. 58, summarized.]**

Appointment of commission.—The governor, with the consent of the senate, appoints four commissioners, residents of New Jersey. Their terms are four years, after the first appointments, which are for one, two, three, and four year periods.[1] **[Ibid., sec. 59, summarized.]**

Removal of commissioners.—The governor may remove a commissioner for cause, after having given such commissioner a copy of the charges against him and an opportunity for a public hearing. A statement of the findings and reasons for such action must be filed with the secretary of state. **[Ibid., sec. 60, summarized.]**

Salaries.—Commissioners shall receive $2,000 and necessary expenses. The president shall receive $500 additional.[2] **[Ibid., sec. 61, summarized.]**

Secretary.—The commission is authorized to appoint a secretary and a chief examiner, both to be residents of New Jersey. **[Ibid., sec. 62, summarized.]**

Salaries.—The secretary's salary shall be $2,000 and the chief examiner's $3,000, and each shall have necessary expenses, including travel, paid. The commission may also appoint other clerical and necessary assistants.[3] **[Ibid., sec. 63, summarized.]**

Investigations, reports, records.—The commission's records of recommendations and removals must be open to public inspection under reasonable regulations. It may conduct investigations, call witnesses, and hear testimony. It shall make an annual report to the governor, giving its actions, rules, and regulations, and making suggestions for improvements. **[Ibid., sec. 64, summarized.]**

Office hours.—The commission shall have offices in the State capitol, with hours from 9 a. m. to 5 p. m. each business day. Municipalities adopting the act shall furnish quarters for its local administration. **[Ibid., sec. 65, summarized.]**

Appointments.—After the adoption of the civil service act all appointments must be made in accordance with its rules and regulations. **[Ibid., sec. 66, summarized.]**

Classes of civil service.—I. Unclassified service (not subject to this act): 1. All officers elected by popular vote. 2. All officers appointed by the governor with or without the consent of one or both branches of the legislature. 3. All officers and employees appointed by the House and/or Senate. 4. All election

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[1] This has been amended as follows: The commission is increased to five members with five-year terms. Commissioners must hold no other office of profit under the State or the United States. [Laws of 1917, ch. 105, sec. 1, p. 218, summarized.]

[2] An amendment of 1926 made the commissioners' salaries $3,500 each and necessary expenses and gave to the president $500 additional. [Laws of 1926, ch. 311.]

[3] This was amended (Laws of 1910, p. 162) so that the offices of secretary and chief examiner might be combined under the official title of Chief Examiner and Secretary. The salary for the combined office was raised to $7,000.

officers. 5. Heads of State departments, commissions, or boards, or mayor's appointments, or heads of departments, and members of commissions or boards of municipalities that adopt this law. 6. All law officers of any such municipality. 7. All military or naval officers or men. 8. Superintendents, teachers, and instructors in public schools and State institutions, county superintendents of schools, members of boards of education, police magistrates appointed by the mayor or other head officer of a municipality adopting this law. II. The classified service shall include all persons in the paid service of the State or the municipalities thereof that may adopt the provisions of this act not included in the unclassified service.[4] **[N. J., Comp. Stat. 1910 (Vol. III), pp. 3795–3807, sec. 67, summarized.]**

Classes of classified service.—The offices, positions, and employments in the classified service are to be divided into four classes, subject to revision from time to time by the civil service commission: 1. The exempt class. 2. The competitive class. 3. The noncompetitive class. 4. The labor class. **[Ibid., sec. 68, summarized.]**

Exempt class.—The exempt class shall include: 1. Deputy or first assistant of principal executive officers authorized by law to act generally for and in place of his principal. 2. Legal assistants of the law department of State or municipalities, and in the offices of prosecuting attorneys to the number actually engaged in prosecuting pleas. 3. One secretary or clerk of each department, board, or commission authorized by law to appoint a secretary or clerk. 4. One private secretary or stenographer of each judge or principal executive officer. 5. All officials of State and county institutions who must of necessity be physicians (cities not included). 6. All offices or positions (except laborers) for which examinations are impractical. Reasons for such exemption shall be stated separately in the annual reports of the commission. After this act takes effect no office or position may be classified in the exempt class except after a public hearing by the commission. Appointments in the exempt class may be made without examination.[5] **[Ibid., sec. 69, summarized.]**

Competitive class, appointments, etc.—The competitive class shall include all not included in the other three classes. Appointments shall be made from the eligible list, except in cases of promotions, reinstatements, transfers, or reductions as provided by this act.

The term of eligibility shall be fixed for each list by the commission at not less than one nor more than three years.

Appointments shall be made from the eligible list most nearly appropriate. A new list shall be made only when no appropriate list exists from which appointments might be made.

Appointment shall be by appropriate title and assignment and only to duties properly pertaining to the given position.[6] **[Ibid., sec. 70, summarized.]**

Noncompetitive class; veterans' preference.—The noncompetitive class shall include such positions as are not in the exempt class nor labor class, but which it is impracticable to include in the competitive class.

Appointment shall be made after a noncompetitive examination.

Honorably discharged soldiers, sailors, or marines who have seen service in wars of the United States of America shall be accorded preference in appointments.[7] **[Ibid., sec. 71, summarized.]**

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[4] The classified service has been extended by amendments to include the assistant commissioner and inspectors of the State department of labor and county adjusters, joint county project employees and nonteaching or administrative staff in school districts where such counties or school districts adopt the civil service act. In 1914 county assistant prosecutors of the pleas were transferred to the unclassified service (Laws of 1914, ch. 51, p. 831), and in 1924 officers and employees of the State park commission were transferred to the unclassified service (Laws of 1924, ch. 120, p. 225).

[5] This was amended to reduce the exempt class by omitting (under 2) legal assistants in offices of prosecuting attorneys and placing them in the unclassified service (Laws of 1914, ch. 51, p. 83).

[6] An amendment adds provision for separate lists for the State civil service where special acquaintance with a particular part of the State is essential, to cover those having this qualification. (Laws of 1911, ch. 24, p. 36, summarized.)

[7] An amendment specified that when such a veteran (including nurses) receives the minimum rating required in the examination on each subject or more, he shall be given from 2½ to 10 points for 15 months and more of war service, according to the probable value in the civil service of his military or naval service. If he has served less than 15 months he shall receive credits in proportion to the length of service and its probable value as the commission may determine. But if he were wounded or injured in line of duty he "shall receive the maximum credit determined upon for the examination in which he (or she) is an applicant, regardless of the length of service." [Laws of 1925, ch. 186, p. 447, approved Mar. 18, 1925, summarized.]

Labor class.—The labor class shall include ordinary unskilled laborers; appointment to be made from lists of applications in the given localities, preference to be given to priority of application. Separate lists shall be kept for different employments and different places.

The commission may require evidence or examination for physical and mental fitness. [N. J., Comp. Stat. 1910 (Vol. III), pp. 3795–3807, sec. 72, summarized.]

Printing of regulations; probationary period.—Rules and regulations for classification shall be prepared and printed for public distribution. All appointments or promotions shall be for a probationary period of three months. If the probationer is unsatisfactory he shall be so notified in writing by the appointing officer. Otherwise his retention in service beyond the probationary period shall be equivalent to final and absolute appointment. [Ibid., sec. 73, summarized.]

Eligibility; type of examinations.—Examinations shall be free to all citizens of New Jersey, subject to the limitations prescribed in rules as to residence, age, sex, health, habits, and moral character.

Such examinations shall be practical in character and relate to matters that fairly test relative capacity to discharge the duties of the given position, including health qualifications. No religious or political qualifications are to be included in any civil-service examination.

The commission shall arrange for places in which to give the examinations, selecting such as will most nearly provide equal opportunities, etc.

Due notice of time, place, and scope of all examinations shall be given by publication for two weeks in advance in generally circulated newspapers and by sending printed notices to county clerks, who shall post these conspicuously in their offices.[8] [Ibid., sec. 74, summarized.]

Applications; examinations; rejections.—Prior to examination applicants must file under oath or affirmation: 1. Full name, residence, and postal address. 2. Nationality, age, place, and date of birth. 3. Health and physical capacity for public service. 4. Business, employments, and residences for the previous five years. 5. Such other information as may reasonably be required touching applicant's merit and fitness for the public service. No religious or political facts shall be required. Blank forms for applications shall be furnished free.

The commission may refuse to examine or to certify anyone found to lack any of the established preliminary requirements for the given examination or position, or who is physically unfit, a drunkard, criminal, of notoriously bad conduct in the past, who has been dismissed from the public service for misconduct, made false statement of any material fact, or attempted to deceive in any way in the application for examination or appointment. Such refusal must be followed by a hearing if the applicant so requests. Fiduciary appointees may be required to furnish bond or security. [Ibid., sec. 75, summarized.]

Register of eligibles.—Eligibles shall be listed on a register in order of excellence, but an honorably discharged soldier, sailor, or marine, if eligible, is to be put at the head of the list.[9] [Ibid., sec. 76, summarized.]

Selection for appointment.—The head of a department, office, or institution shall select from the three highest on the eligible list, as certified to him by the

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[8] Eligibility was limited by the following amendments: "For all positions and employment in the classified civil service, where the service is to be rendered in a particular county or municipality and payment for such service is made from the funds of such county or municipality, the Civil Service Commission shall limit the eligibility of those entering the examination or seeking appointment to the qualified residents of the county or municipality in which the service is to be rendered and from the funds of which the employee is to be paid." [Laws of 1924, ch. 134, p. 300, sec. 144–68al.]

"All examinations required to be held by the provisions of this act both for positions in the competitive and noncompetitive class, or any other class where examinations are required to be held, shall be free to all citizens of the State of New Jersey within the limitations specified in the rules of the commission as to residence, age, sex, health, habits, and moral character. The commission may, when in its judgment the position for which examination is to be held is of such character as to require special technical training and specialization in a line of work for which candidates are not readily obtainable, and when advertisement in the manner provided for in this act shall have failed to produce from among the citizens of New Jersey persons eligible to the position to be filled, admit to the examination citizens of other States. The commission shall state in its annual report the reasons for its action in the case of each examination of this character. Such examinations shall be practical in their character * * *." [Laws of 1911, ch. 148, p. 216.]

[9] This provision in the original law referred to veterans of the Civil War only. Later legislation grants certain preference in appointments and credits to veterans of later wars also.

commission. Sex is to be disregarded unless it is a specific qualification for eligibility.[10] [N. J., Comp. Stat. 1910 (Vol. III), pp. 3795–3807, sec. 77, summarized.]

Promotions.—Vacancies in positions in the competitive class shall be filled, so far as practicable, by promotions from among persons holding positions in a lower grade in the department, office, or institution in which the vacancy exists. Promotions shall be based upon merit, to be ascertained by examination to be provided by the commission, and upon the superior qualifications of the person promoted as shown by his previous service, due weight being given to seniority and experience. An increase in salary beyond limits for the given grade shall be deemed a promotion.

No person shall be promoted to a position for original entrance to which there is required by this act (or the rules and regulations of the civil-service commission) an examination involving essential tests or qualifications different from or higher than those required for original entrance to the position held by such person, except as provided above. [Ibid., sec. 78, summarized.]

Transfers, reinstatement preferences.—Transfers are permitted only to similar offices or positions in the same class. Individuals dismissed with a good record, due to economy, abolition of position, etc., shall have a reinstatement preference for two years. [Ibid., sec. 79, summarized.]

Dismissal, demotion, suspension.—No one shall be removed, discharged, reduced, or otherwise discriminated against on account of religious or political affiliations.

Permanent employees shall not be removed, discharged, or reduced until furnished with a written statement of reasons therefor and allowed reasonable time to make written reply to charges. In all such cases copies of both reasons and reply (if any) shall be filed with the civil service commission and entered on its records, and upon the records of the department or office where the person was employed.

Officers have the right to suspend subordinates for a reasonable period, not to exceed 30 days. There shall be no succession of suspensions.[11] [Ibid., sec. 80, summarized.]

Roster of appointments, etc., to be public.—The civil service commission shall keep a roster of all appointments, promotions, reductions, or reinstatements in all positions filled by it, with names, dates, titles, compensation, etc. This shall be open to public inspection. [Ibid., sec. 81, summarized.]

Certified pay roll.—A pay roll shall not be payable unless those named on it and subject to the civil service act have been certified by the civil service commission as having been duly appointed. [Ibid., sec. 82, summarized.]

Political, religious, or other improper influences shall not be used to secure certification, appointment, or promotion. [Ibid., sec. 83, summarized.]

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[10] This section was amended as follows: The head of the department, office, or institution in which a position classified under this act is to be filled shall notify said commission of that fact, stating the title or name of the position to be filled, duties to be performed, and compensation to be paid, and said commissioners shall certify to the appointing officer the names and addresses of three candidates standing highest upon the register for the class or grade in which the said position belongs, and the head of such department, office, or institution shall select one of the three so certified; provided, however, that if one of the three so certified shall be an honorably discharged soldier, sailor, or marine of the United States who was in the military or naval service of the United States in any war in which this country has been engaged, then the said head of such department, office, or institution shall select such honorably discharged soldier, sailor, or marine; and after a candidate has been certified three times by the commission, and shall not be accepted by a head of a department, office, or institution, his name shall not again be certified to the said head of department, office, or institution except at the request of such head of department, office, or institution. In making such certification sex shall be disregarded, except when some statute, the rules of the commission, or the appointing power shall specify; provided that nothing in this act shall apply to promotion. [Laws of 1920, ch. 298, p. 541.]

[11] This section was amended as follows: No employee shall be fined without written notice, as provided for removals and reductions. In the competitive class of the civil service no such action as removals or fines shall be effective without the approval of the civil-service commission. Ten days must be allowed the person in which to appeal for a hearing before the commission. If he makes no such appeal the commission may approve such action, but it may call for a hearing without his appeal, if it thinks the removal or like action was not in accordance with the law or its rules and regulations. In case of appeal the commission must grant a hearing, and has full power to decide the case. In case of criminal offenses a suspension may exceed 30 days.

Those in the noncompetitive class of classified service shall have right of appeal as above and may be reinstated by order of the commission if their appeal is sustained. Municipal police and firemen and all probationers are specifically excepted from the foregoing. [Laws of 1917, ch. 236, p. 797, summarized.]

Discrimination against applicant; fines.—False marking, false representations or personations, or other attempt to put an applicant at an unfair disadvantage or advantage in an examination shall be a misdemeanor, punishable by a fine of from $10 to $500 or by imprisonment not to exceed six months, or both, in the discretion of the court. **[N. J., Comp. Stat. 1910 (Vol. III), pp. 3795–3807, sec. 84, summarized.]**

Temporary appointments.—Temporary appointments may be made by the head of a department, office, or institution, but such head must give immediate notice thereof to the civil service commission and as soon as practicable a person shall be selected by civil-service procedure for the position and the temporary appointment terminated. No such temporary appointment shall exceed two months, nor shall successive temporary appointments for the same position be made.[12] **[Ibid., sec. 85, summarized.]**

Adoption by county or other municipality.—The question of adoption is to be submitted at next regular election if petitioned for in (1) counties and cities of first or second class by at least 500 legal voters thereof; (2) counties and cities of the third class, by at least 250 legal voters thereof; (3) all other municipalities, by at least 5 per cent of legal voters therein. Adoption is by simple majority vote. The question shall not be resubmitted within two years.[13] **[Ibid., sec. 87, summarized.]**

Definitions.—Municipality signifies village, town, township, borough, city, or county or other such local government as is distinguished from the State government. Other terms in the act are defined in this section. **[Ibid., sec. 88, summarized.]**

Invalidity of any section of act.—The unconstitutionality of one part of this act shall not affect the validity of any other part. **[Ibid., sec. 89, summarized.]** [Inconsistent laws repealed.] Approved April 10, 1908.

SUPPLEMENTS TO THE NEW JERSEY CIVIL SERVICE LAW

The following are some of the important supplements to the original civil-service act of New Jersey:

Court employees brought under civil service.—Every officer or employee of the circuit court, court of oyer and terminer, court of common pleas, court of general sessions, or clerk of the grand jury, in each of the counties of this State, holding office or employment at the time of the introduction of this act, or who may hereafter be appointed, shall continue to hold their offices or employments, as the case may be, and shall not be removed therefrom, except in accordance with the provisions of the act to which this act is a supplement. **[Laws of 1912, amended by Laws of 1923, ch. 41, p. 84.]**

(Constitutionality of this section sustained, Courter *v.* Butler, 91 N. J. Law, p. 683, 103A. 411.)

Right to bring suit.—The civil service commission is given the right to bring suit in courts of law or equity to enforce provisions of the civil service law in the State or any municipality having adopted the law. **[Laws of 1912, ch. 189, p. 281, summarized.]**

Salary standardization.—In addition to the powers enumerated in the act of which this act is a supplement and the various acts supplemental thereto and amendatory thereof, the civil service commission shall have the power and it shall be the duty to suggest standards of salaries to be paid those filling offices and positions in the classified service of the State, and to recommend the same to the heads of departments, institutions, and commissions of the State. Such standardization shall provide for increase of compensation from time to time, based upon length of service, meritorious action, and efficiency, and shall also

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[12] This was amended so that temporary emergency appointments might be extended for a second period of not to exceed two months upon approval of the civil service commission, when the emergency still exists. [Laws of 1917, ch. 146, p. 310.]

[13] This section was amended as follows: Where the act has been duly adopted by any municipality, appointment or promotions made during the 45-day period between election and its going into effect shall be considered temporary and shall give no preference to permanent appointment or promotion over eligibles as determined thereafter by examination for such positions as fall within the classified service and for which examinations are required under the civil service act. After classification has been made and necessary eligible lists created, permanent appointments shall be made therefrom. Such appointments as have been made during the 45-day period to positions which fall within the unclassified service shall continue under all conditions applicable thereto, as positions in the unclassified service. [Laws of 1915, ch. 20, p. 49, summarized.]

provide methods for promotion through the different grades of the service. [Laws of 1914, ch. 240, p. 494.]

Demotions.—Persons demoted, due to economy or abolition of position, if the civil service commission approve, shall be given lesser office or position in the same department in regular order of demotion and shall be given special preference above other eligibles for reinstatement thereafter to the same office or position, or a similar one to that abolished, if such opportunity arises. [Laws of 1916, ch. 122, p. 264, summarized.]

Records of efficiency kept.—The civil service commission shall, by rule, provide for the keeping of records of service relative to efficiency, affecting offices and places of employment in the competitive civil service of the State and in the competitive civil service of any municipality which has heretofore or which may hereafter adopt the provisions of the act to which this is a supplement; and shall provide and promulgate methods for ascertaining and verifying the facts, from which such records shall be made. Any rule so made may be modified, changed, or altered at any time. [Laws of 1916, ch. 129, p. 274.]

Municipal records.—Municipalities shall comply forthwith by keeping efficiency records open to inspection and supervision by the civil service commission. [Laws of 1916, ch. 129, p. 776, summarized.]

Promotions.—Promotions or reductions shall be based on efficiency records. [Amended Laws of 1918, ch. 214, p. 776, summarized.]

Salary regulation.—Provides for uniform compensation according to civil-service rules and forbids payment of additional salary or wages beyond those so provided. [Laws of 1918, ch. 24, sec. 1, p. 92, summarized.]

Classification as to work and responsibility, advancement, State offices.—In addition to the powers enumerated in the act to which this act is a supplement and the various acts supplemental thereto and amendatory thereof, the State civil-service commission shall have the power and shall provide, by rule, adopt and maintain a classification of the State classified service, based on the duties, work requirements, authority and responsibility, and requirements as to training and experience, which classification shall include schedules and standard specifications of service, grades, titles, duties, qualifications, and compensation or rates of wages of all offices, positions, and employments in the State classified services, and to provide and establish definite procedure and regulations governing advancement in compensation or rates of wages based on meritorious action, efficiency and seniority, and lines of promotion through different grades of the service and uniform regulations governing hours of work, vacation, and sick leave and other matters affecting service and employment in the State departments, boards, commissions, and institutions. [Laws of 1918, ch. 24, sec. 2, p. 93.]

Personnel committees.—The civil-service commission may establish civil service personnel committees of officials designated by heads of departments to help advise on specifications for service and compensation. [Laws of 1918, ch. 24, sec. 3, p. 94, summarized.]

Bureau of personal service; records, data, standards, etc.—There is hereby created the bureau of personal service standards and records, the offices, positions, and employments of which shall be filled according to law and shall be under the jurisdiction of the State civil-service commission. Such bureau shall regularly collect and analyze information and data on the work requirements, duties, responsibilities, qualifications, and tenure of incumbents of offices, positions, and employments within the State classified service, with a view to maintain and keep up to date the classification schedules and standard specifications of service, grades, titles, duties, qualifications, and compensation or rates of wages for such offices, positions, and employments; to appraise the value of such duties and services; to develop and maintain efficiency standards and records, and cooperate with administrative officials in maintaining such efficiency records; to render possible definite proof of meritorious service for use in supervisional control and in recommending advancement and promotion of officers and employees; and to furnish expert aid to legislative and departmental officials on matters relating to employment, departmental organization, and administrative management. [Laws of 1918, ch. 24, sec. 5, p. 95.]

Classification of employees, standardization of wages, etc., county and municipal.—In addition to the powers enumerated in the act of which this act is a supplement and the various acts supplemental and amendatory thereof, the State civil-service commission shall have the power, and it shall be its duty, to

prepare classifications and suggest standard of salaries or wages to be paid officers and employees filling offices, positions, and employments in the classified civil service of the several counties and municipalities which have adopted the provisions of the civil service act. Such classification and salary standardization shall provide definite specifications and standards of services, grades, duties, qualifications, titles, and definite regulations governing increases of compensation or rates of wages based upon length of service, meritorious action and efficiency, lines of promotion through the different grades of each of the services, and other matters which will aid the separate governments in establishing uniformity and modern business methods in public employment and to further strengthen and simplify civil-service administration throughout the State. **[Laws of 1918, ch. 54, sec. 1, p. 158.]**

Information to be given.—Local governments are required to supply necessary information to the civil-service commission for above classification. **[Laws of 1918, ch. 54, sec. 2, p. 159, summarized.]**

APPENDIX B.—EXAMPLES OF EXAMINATIONS HELD, AND BLANKS AND FORMS USED, BY THE CIVIL SERVICE COMMISSION OF NEW JERSEY

EXAMPLES OF EXAMINATIONS

1.—SOCIAL INVESTIGATOR, STATE BOARD OF CHILDREN'S GUARDIANS

Salary.—$120–$150 a month. Investigational and examining service, grade 1 (K–1).

Duties.—To investigate and report upon social and home conditions in case of dependent children; to investigate petitions of widows for financial relief and to follow up the granting of such relief; to investigate applications for placing of dependent children and the home conditions of the children placed by the department; to investigate transfers of children; to accompany children from hospitals, homes, or those being transferred; to give advice for the improvement of living conditions among the wards of the department; to prepare reports on investigations and to perform other related work as required.

Qualification requirements.—(1) Graduation from a four-year high-school course, or two years' high school training with experience in social-welfare work, or work of a closely allied nature; (2) knowledge of the activities of the State board of children's guardians, and the laws pertaining to the same; and (3) sound physical condition with no disabling defects. Candidates must not be less than 21 nor more than 35 years of age at the time of examination. Candidates who have passed the day on which they became 35 years of age are not eligible.

SPECIAL SUBJECT (DUTIES)

1. (*a*) Over what classes of persons does the State board of children's guardians have supervision?

(*b*) With what features of the compulsory education act must social investigators be familiar? State the provisions in detail.

2. What are the different methods employed, under the law, by the State board of children's guardians, in caring for the various wards of the State?

3 and 4. (*a*) What are the conditions under which a mother may make application for a pension?

(*b*) Outline full procedure in making investigation of an application for a widow, for aid under the widows' pension act. Enumerate the most imporant sources from which dependable information may be had.

(*c*) What responsibilities rest with the State board after the granting of financial aid?

(*d*) Mention circumstances which would warrant the revoking of awards to the mother. Answer fully.

5. May an adjudged juvenile delinquent committed to the guardianship of the State board of children's guardians be returned to his (or her) parents? If so, under what circumstances? Explain fully.

6. (*a*) What are the most important matters to be investigated in the dependent child's home-life environments?

(*b*) How often are social investigators required to visit those under their jurisdiction?

7. Give a brief summary of the various types of institutions in the State of New Jersey for child care, treatment, and development. Give their location and special features.

8. Name several cooperative agencies which are of assistance to the social investigators in their work. State the nature of the help rendered by each.

Weightings given:

Experience and training	4
Written examination	4
Oral examination	2
	10

2.—DIRECTOR OF SCOUTING, ATHLETICS, AND RECREATION, STATE HOME FOR BOYS, GROUP II (V–II)

Salary—$175–$205 a month. Vocational teaching service, Grade II (V–II).

Duties.—To be in direct charge of and responsible for the entire athletic, scouting, and recreational program of the institution; to direct and coach baseball, basketball, and football; to act as executive head of scout organizations and to perform other related work as required.

Qualification requirements.—(1) Graduation from a high school or school of physical education; (2) experience in the teaching of physical training classes or active participation in athletics. At least one year's experience as scout master or scout executive in Boy Scouts of America; (3) sound physical condition with no disabling defects.

DUTIES

1 and 2. As director, plan a complete athletic program for an institution such as Jamesburg covering all seasons of the year. All essential competitive and noncompetitive activities should be dealt with, also the problem of coaching, employment of self-government, if desirable, etc. Do not touch on the scouting phase in your answer to this question.

3. State the playing rules for the following games: Volley ball, playground ball, treasure hunt, duck on a rock.

4. Explain the value of calisthenics and setting-up exercises for large groups of boys and describe briefly at least three such exercises.

5. Outline clearly your method of introducing the following subjects to a group of tenderfoot scouts: (*a*) Respect for the American flag; (*b*) nature study; (*c*) woodcraft; (*d*) first aid and life saving; (*e*) good citizenship; (*f*) personal hygiene.

6. How should the following types of boys be handled by the director; (*a*) The backward boy; (*b*) the bully; (*c*) the masterful boy; (*d*) the quiet boy.

7. (*a*) Discuss fully the value of the patrol leader in the promotion of boy-scout work.

(*b*) Outline at least two drills or demonstrations of various phases of boy-scout work that would be feasible for an institutional troop.

8. Name at least 10 accomplishments for which merit badges are awarded in scouting generally and indicate briefly those you consider most feasible for boy-scout work at the State home, giving reasons in each case.

Weighting:

Experience and training	4
Written examination	3
Oral examination	3
	10

3.—ASSISTANT PROBATION OFFICER, UNION COUNTY

Salary.—$1,980–$2,520 per year. Investigational and examining service, Grade III (K–III).

Duties.—Under the supervision of the probation officer to assist in carrying out the county probation work; to make special investigations into the living conditions, home environment, schools, and places of employment of probationer;[1] to make special study and correlate data concerning juvenile delinquents and other cases coming to the attention of the probation office; to prepare reports on results of investigations; to assist in securing employment for probationers and to perform other related work as required.

Qualification requirements.—(1) High-school education or training and experience considered by the civil service commission as of equal value; (2) applicants should have at least one year's experience in social welfare or philanthropic work or experience in work of a closely allied nature. Must have knowledge of laws relating to probation work, juvenile courts, compulsory education and child labor; (3) candidate must not be less than 30 nor more than 45 years of age at the time of the examination. Any candidate who has

[1] No distinction between adult and juvenile probation is made in Union County.

passed the birthday on which he became 45 years of age is not eligible. Appointee must devote his entire time to the work; (4) sound physical condition with no disabling defects.

DUTIES

1. Explain fully, the purpose and value of the probation system.
2. (*a*) Name all the penal and correctional institutions (both State and Union County) with which an assistant probation officer should be familiar.
(*b*) Name one clinic, one hospital, and three charitable organizations in Union County.
3 and 4. (*a*) What civic organizations and agencies can be of assistance in probation work?
(*b*) State fully the nature of the work carred out by each of the above-named organizations or agencies.
(*c*) Discuss fully the value and purpose of cooperation between a county probation department and the various organizations named above.
5. Outline fully what follow-up work, if any, should be carried on by an assistant probation officer.
6. (*a*) What are juvenile courts?
(*b*) What purpose do they serve?
7. Give a brief summary of the essential features of the compulsory education laws.
8. Describe in detail two cases either real or imaginary requiring action by the assistant probation officer and state what action should be taken and what recommendations, if any, you would make. If the cases are assumed, be careful in your statement of facts, so that the case can be confined to the jurisdiction of the probation department.

Weightings given:

Experience and training	4
Written examination	4
Oral examination	2
	10

The following list of duties and qualifications taken from a United States Civil Service examination for junior social economist may be of interest as a supplement to the preceding:

Salary.—$1,860 per annum, with possible advancement to $2,400 with experience, March, 1926. For vacancies in Children's Bureau, United States Department of Labor.

Duties.—To assist in field studies relating to the extent, conditions, and regulation of the employment of minors in different industries and occupations and the relation of industry to child welfare, or in studies relating to problems of child dependency, neglect, or delinquency, or in other field studies of conditions affecting child welfare. Field work includes interviews with parents, children, officials of public and private agencies, and employers, and analysis of public records and records of public and private agencies and institutions.

Preliminary requirement (qualifications).—Applicants must show that they have been graduated from a college or university of recognized standing with major work in social economics, which must have included not less than 150 hours of actual field work under supervision. Applicants who can not show such major work in their undergraduate courses may substitute one year of graduate study in social economics or in a recognized school of social work, or one year's experience in social service or social research, such post graduate training or experience to have included not less than 150 hours of actual field work under supervision. Observation visits to institutions, agencies, industrial establishments, etc., will not be considered field work. Additional credit will be given in the final average for education or experience in excess of the minimum requirements.

Age.—Applicants must not have reached their forty-fifth birthday on the date of the examination.

BLANKS AND FORMS

Every statement in this application and experience sheet is made under oath. It is important that each statement or answers be accurate and truthful. False or misleading statements will be cause for rejection.

Application number_____

State of New Jersey Civil Service Commission, State Capitol, Trenton, N. J.

APPLICATION FOR THE POSITION

Of _____
(Write plainly exact title of position applied for)

Read carefully

1. Before filling out this application and experience blank read carefully all the questions asked and all instructions or regulations printed hereon.
2. For State positions applicants must be citizens and residents of the State. For municipal positions (unless otherwise ordered) applicants must be citizens and residents of the municipality.
3. Applications will be received only at such time, on such dates, and for such positions, as are advertised in the public press and posted in the offices of the commission.
4. Every question on the application and on the experience paper must be properly answered in the applicant's own handwriting. Use black or blue ink only.
5. The civil service commission wants a clear statement of all the facts in your past experience and training which would tend to qualify you for the position you are seeking. Evasive or indirect answers will not be credited.
6. File your application early. When two or more eligibles receive the same rating preference on the eligible list is given to the eligible who first filed his or her application.
7. The rating on experience and training will be determined from the applicant's past training and experience as shown on the experience sheet attached hereto. No supplementary statement will be received after the closing date for the receipt of applications. Applicants will serve their own best interests by plain, straightforwardness, and complete statements of fact.
8. Applicants will be notified of the time and place of examination. Applicants must give notice of change of address.
9. This application must be sworn to and returned to the civil service commission, State Capitol, Trenton, N. J. The commission is not responsible for the delivery of those sent by mail, and applications upon which postage is not fully prepaid will not be accepted.

1. My full name and residence is _____ Street, _____ city or town _____.
2. I am _____ years of age, and was born at _____ on the_____ day of _____ year _____.
3. I have been a continuous resident of the State of New Jersey for a period of _____, and of _____ County, _____ for a period of _____.
(City, borough, or town)
4. Are you a citizen of the United States? Ans. (Yes or no)_____. Are you a naturalized or born citizen? _____.

(*a*) If a naturalized citizen, how do you derive citizenship? Own or parent's papers)_____.

(*b*) If a naturalized citizen, has your own or parent's or husband's citizenship been proved to this commission since January 1, 1920? Ans. (Yes or no)_____. If yes, state index number stamped on your citizenship papers by this commission. Index number _____. If no, you must file with this application your own, husband's, mother's, or father's certificate of naturalization, an affidavit form must accompany certificate, other than your own. Affidavit form will be furnished on request.

5. Have you ever filed an application with the civil service commission for any position in the State or municipal service? Ans. (Yes or no)_____.

If yes, state position and date examination was taken.

6. Have you ever been arrested, or complained of, or indicted for, or convicted of, any violation of law? Ans. (Yes or no)_____.

(*a*) If yes, state full facts regarding each of such arrests or complaints.

(*b*) If, indicted for, or convicted of, any crime, or imprisoned under any sentence, state full facts regarding such indictment, conviction, or imprisonment.

7. Were you ever in the military or naval service of the United States, or in the National Guard of this State? Ans. (Yes or no)_____.

If yes, state whether you served during the Civil War, Philippine insurrection, the World War, or in time of peace. State serial number if in Army, Navy, or Marine Corps.

Served in _____ War from _____ to _____
(Month and day) (Month and day)
in_____ with the rank of _____.
(Branch of service)

8. Were you honorably discharged? Ans. (Yes or no)_____.

If yes, has your honorable discharge been proved to this commission since January 1, 1920? Ans. (Yes or no)_____.

If yes, state index number stamped on discharge papers by this commission. Index number _____.

If no, you must file with this application your original papers, or a certification from the records of the Adjutant General's office of the State, of the United States, or the Secretary of the Navy.

9. Were you wounded or otherwise disabled in line of duty Ans. (Yes or no)_____.

10. Have you ever received vocational training or compensation for wounds or other disability incurred in line of duty from the Federal Board for Vocational Education, the Bureau of War Risk Insurance, or the Veterans' Bureau? Ans. (Yes or no)_____.

If yes, have you established proof to this commission since March 7, 1922? Ans. (Yes or no)____.

If you have not established such proof you must file, in addition to your war records as called for in question eight (8), proof of award of such vocational training or compensation.

Important.—The law provides that certain service credits and preference in certification and appointment shall be given to honorably discharged soldiers, sailors, marines, and Army nurses. Applicants claiming such credits and preferences must submit records as herein required. No further request will be made for any military records. Service and preference credits will be established upon the basis of the records presented in response to this notice. No credits will be added and no changes made in the eligible list after it is issued.

11. Check marital conditions. Single ( ); married ( ); widowed ( ); divorced ( ).

12. Is your health such as to enable you to perform efficiently the duties of the position you seek? Ans. (Yes or no)_____.

13. Have you any defect of hearing, sight, speech, or limb? (If any, state the defect and its extent)_____

---

14. Are you willing to undergo a medical and physical examination by a physician of your own sex, if required? Ans. (Yes or no)_____.

VOUCHERS

These vouchers must not be obtained until the applicant has completely filled in the application and the experience paper.

Three reputable citizens (male or female) resident in the State for State positions, and in the municipality for municipal positions, must vouch for the honesty, reputation, and ability of the applicant. The vouchers themselves must fill in the voucher certificates and sign as individuals.

Vouchers should read carefully the statement to which they certify before signing.

I, the undersigned, declare that I am over twenty-one years of age, that I have personally known the applicant for one year, that I have read the whole of the foregoing application, and the attached experience paper, and believe

all the statements therein to be true. To my personal knowledge the applicant is of good character and reputation and has not, to my knowledge, any mental or physical weakness or infirmity which would tend to disqualify him or her for service sought. I would employ the applicant in private business if opportunity offered.

I will, upon request by the commission, give such further facts concerning the applicant as I may possess, and am willing that this statement be made public if necessary.

VOUCHER No. 1. Name _____
Occupation _____ Residence, No. _____ Street.
City of _____
Date _____ Business address _____

VOUCHER No. 2. Name _____
Occupation _____ Residence, No. _____ Street.
City of _____
Date _____ Business address _____

VOUCHER No. 3. Name _____
Occupation _____ Residence, No. _____ Street.
City of _____
Date _____ Business address _____

OATH OF APPLICANT

Oath may be taken before any person authorized to administer oaths.

STATE OF NEW JERSEY,
County of _____, *ss:*

Personally appeared before me the undersigned applicant, who, being duly sworn (or affirmed), says that the several statements contained in the foregoing application and the attached experience paper are true to the best of his knowledge and belief; and that the deponent who has signed this application is the person intended to be examined by virtue thereof, and that the several questions are answered in the applicant's own handwriting.

(Signature of applicant.) (If female prefix "Miss" or "Mrs.")
_____

Sworn to and subscribed before me this _____ day of _____ 192__.
(Signature of officer) _____
(If you have an official seal, affix it)
(Title) _____

It is a misdemeanor to obstruct right of examination, to make false representation, or to impersonate another.

Civil service law, section 28.—Any commissioner, or examiner, or any person who shall willfully, by himself or in cooperation with one or more persons, defeat, deceive, or obstruct any person in respect to his or her right of examination, or registration, according to his act or to any rules or regulations prescribed pursuant thereto, or who shall willfully or corruptly falsely mark, grade, estimate, or report upon the examination or proper standing of any person examined, registered or certified, pursuant to the provisions of this act, or aid in so doing, or who shall willfully or corruptly make any false representations concerning the same, or concerning the person examined, or who shall willfully or corruptly furnish to any person any special or secret information for the purpose of either improving the prospects or chances of any person so examined, registered or certified, or to be examined, registered or certified, or who shall personate any other person, or permit or aid in any manner any other person to personate him, in connection with any examination, or registration, or application or request to be examined or registered, shall for each offense be deemed guilty of a misdemeanor.

Examination No. _____

State of New Jersey Civil Service Commission, State Capitol, Trenton, New Jersey

EXPERIENCE PAPER FOR THE POSITION

Of _____
(Write plainly exact title of position applied for)

Give clear, definite, and complete information, as follows:

1. Age _____ (Years) (Months) Place of birth _____ How long in the U. S.? _____ How long have you lived in New Jersey? _____ How long have you lived in the city or town in which you now live? _____

2. Were you ever in the service of the State of New Jersey or any county, city, borough, or town therein? Ans. (Yes or no) _____

If yes, state in what position or positions, in what department or departments, between what dates; whether you resigned, were dismissed, failed to secure permanent appointment, and, if so, the date, cause of such resignation, dismissal or failure, or whether now employed.

Was employed as _____ in the department _____ from _____ to _____ Cause of leaving _____

_____

3. General education:

	Length of attendance		Dates of graduation or grades attended	Courses pursued	Names of schools
	Years	Months			
Elementary school					
High school					
College					

4. Technical training (special training which qualifies for a particular trade, business or profession):

Course of study or apprenticeship	Length of attendance		Special or regular courses	Certificates or degrees	When received	Name of institution or establishment
	Years	Months				

5. Indicate below all the occupations or employments you have had during the past ten years, and other occupations or employment you have had which would tend to qualify you for the position sought.

Dates of employment	Length of employment	Title of position	Name, address, and business of employer	Monthly salary or wage received	Character of work, records, plant, or working force supervised
Mo. Yr.					
From					
To					
Mo. Yr.					
From					
To					
Mo. Yr.					
From					
To					
Mo. Yr.					
From					
To					

6. State any other experience or training in addition to the foregoing you have had which would tend to fit you for the duties of this position. Do not repeat facts already stated.

NOTE.—Use additional sheets of white ruled paper if necessary.

STATE OF NEW JERSEY.
CIVIL SERVICE COMMISSION,
Trenton.

DEAR SIR: We have your application blank for the position of ———. In connection with this examination we would direct your attention to the requirements set forth on the inclosed information sheet, as the minimum requirements established by the department for candidates to be eligible to enter the examination for this position.

This commission is not in a position to change the requirements established by the various departments, but is required to adhere to them as a minimum standard and check the eligibility of the different candidates accordingly.

In checking over the experience sheet which you have submitted it does not seem that your experience meets the prescribed requirements. We therefore beg to advise that we are unable to consider you as being eligible to compete in this examination.

Very truly yours,

CIVIL SERVICE COMMISSION,
CHAS. P. MESSICK,
Chief Examiner and Secretary.

State of New Jersey Civil Service Commission

CERTIFICATION OF ELIGIBLES FOR APPOINTMENT

Read carefully

1. *Appointment* must be made to fill vacancies in which temporary appointees are serving within 14 days of the receipt of certification. Boards or commissions meeting monthly or at greater intervals must make appointment at the first meeting following receipt of certification.

2. All appointments are made for a probationary period of three months.

3. In all services operating under a standard classification, appointment must be made at a rate not exceeding the minimum of the schedule.

> "Appointment does not insure automatic annual salary increases as per salary range. Advancement in salary and promotion in the service are dependent upon merit, vacancies occurring, recommendations of appointing authorities, and current wage levels in private industry. Established schedules are subject to changes for good cause."

4. To fill one vacancy the names of the three highest persons willing to accept appointment will be certified from the appropriate eligible list. For more than one vacancy there will be certified the names of as many eligibles as there are vacancies to be filled and two additional names. If the name or names of a veteran or veterans are included in the number entitled to consideration for appointment, the choice of appointment is limited to such veteran or veterans. (Ch. 298 P. L. 1920.) The names of veterans are marked thus: (V).

5. Failure of an eligible after certification to respond to a notice from the appointing authority, to call for interview or to accept the tender of an appointment within three days, Sunday excepted, after the mailing of such notice or tender, or within two days, Sunday excepted, when such notice or tender is sent by special messenger or telegram to his address last shown on the records of the civil service commission, will be considered a declination of such position.

TRENTON, N. J., _____, 192__

To_____
(Dept., Bd., Com., or institution)

_____

_____

DEAR SIR: Certification of the following names, as provided by law, is hereby made to fill _____ vacancy in the position of _____

_____
(Title of position)
_____ in the _____
(Salary range) (Dept., Bd., Com., or institution)

You are requested to notify eligibles of the time and place to report for an interview, and the civil service commission of the appointments made:

Name	Address	Average

Very truly yours,

THE CIVIL SERVICE COMMISSION.
CHARLES P. MESSICK,
Chief Examiner and Secretary.

STATE OF NEW JERSEY,
CIVIL SERVICE COMMISSION,
Trenton, N. J., _____, 192__.

From:
Subject: Certification.
To: _____
_____
_____

DEAR SIR OR MADAM: You are advised that on this date your name has been certified to _____ as eligible for appointment to the
(Dept., Bd., Com., or institution)
position of _____, _____, at
(Title) (Grade)
an initial salary of not more than _____, subject to the regulations below given. You should communicate with the appointing authority at once.

1. All appointments are for a probationary period of three months.

2. In all services operating under a standard classification appointments must be made at a rate not exceeding the minimum of the schedule for the grade.

"Appointment does not insure automatic annual salary increase as per salary range. Advancement in salary and promotion in the service are dependent upon merit, vacancies occurring, recommendation of appointing authorities, and current wage levels in private industry. Established schedules are subject to change for good cause."

3. Whenever the name or names of a veteran or veterans are included in the names certified for entrance appointment, choice of appointment is limited to such veteran or veterans.

4. Failure to respond to a request for an interview or any offer of appointment from the appointing authority within three days, Sunday excepted, if forwarded by mail, or within two days, Sunday excepted, if sent by special messenger or telegram, will be considered as a declination on the part of the eligible. The names of eligibles declining appointment will be removed from the eligible list without further notice, unless such eligible forwards to the civil service commission a satisfactory reason for not accepting the appointment and requests continuance of his or her name on the eligible list.

5. On accepting appointment the name of an eligible will be removed from the list from which appointment is made and from all other lists on which his or her name may appear unless special request within two weeks after such appointment that his or her name be continued on such other list is made.

Very truly yours,

THE CIVIL SERVICE COMMISSION,
CHARLES P. MESSICK,
Chief Examiner and Secretary.

State of New Jersey Civil Service Commission

REPORT OF NONCOMPETITIVE EXAMINATION AND APPOINTMENT

Read carefully

1. Rules governing examination for an appointment to noncompetitive positions on the reverse side of the sheet.

2. Appointments to noncompetitive positions are considered as permanent, subject to three months' probationary service. Temporary appointments, except in positions which are purely temporary, will not be recognized. Appointments may be made only after the required examination.

3. The civil service commission is cooperating with the board of trustees of the State employees' retirement system and the data required below (for all State positions) will be utilized by the said board which will require no other appointment records.

4. Citizens only are eligible for employment. Naturalized citizens must present final citizenship papers to examining board.

5. This form will be accepted both as the report of the examining board and appointment by the appointing authority, and must accompany the first pay roll; otherwise such pay roll will be disapproved.

_____ _____
(Title of position) (Department, board, commission, or institution)
_____

THE STATE CIVIL SERVICE COMMISSION,
Trenton, N. J.

This is to certify that the person named below, having been duly nominated by the appointing authority, has been examined in accordance with the civil-service rules and the above regulations; has been found qualified for the position indicated, and to the best of our knowledge and belief the information given respecting the applicant is correct:

1. Full name _____ Sex _____
2. Address _____
(Street and number) (City) (State)
3. Date of birth _____
(Month) (Day) (Year)
4. Place of birth _____
(City) (State) (Country)
5. Citizenship _____
(Born) (Naturalized) (Citizenship papers presented)
6. Date of examination _____
7. Date of appointment _____
8. Monthly salary

Cash	Value of maintenance	Total salary	Kind of maintenance

_____ _____
(Appointing authority)

_____
_____
_____
(Board of examiners)

Legend: 1 M, one meal; 2 M, two meals; 3 M, three meals; M, full maintenance; S M, special maintenance to be set out in detail.

[Reverse]

CIVIL SERVICE RULE X.—NONCOMPETITIVE CLASS

SECTION I. *What it shall include.*—Positions in the noncompetitive class shall be those of a minor character, the filling of which is impracticable either through competitive examination or through registration under the provisions of Rule XI, and which are specifically named in Appendix I, which is hereby made a part of this rule, or which may hereafter by action of the commission be included therein.

SECTION II. *Examinations.*—Examinations for positions in the noncompetitive class shall determine the qualifications of the applicant as to citizenship, age, physical condition, moral character, and requisite knowledge and ability to discharge the duties of the position sought. The commission may prescribe such uniform standards as to qualifications and tests as may be considered for the best interests of the service.

SECTION III. *Board of examiners.*—The commission may appoint a board of examiners in each municipality, office, department, or institution in which noncompetitive positions occur. Such examining board shall be composed of not less than three of the superior officers or employees of such municipality, office, department, or institution, and it shall transmit to the commission, at the end of each month, a statement of the results of the examinations conducted during such month, setting forth on the forms provided for this purpose the names of persons examined and qualified and the names of persons appointed, the compensation of each, and such other information as the commission may require.

SECTION IV. *Veteran preference.*—The appointing officer shall select for appointment from among those who are found qualified as the result of examination, with sole regard to merit and fitness, except that honorably discharged soldiers, sailors, and marines who have proved their eligibility through examination shall be preferred for appointment.

* SECTION V. *Probationary period.*—Appointments to positions in the noncompetitive class shall be for a probationary period of three months and shall

* The returns of the examining board to the appointing authority is accepted by the civil service commission as formal certification for appointment.

be made in the manner prescribed in Rule IX concerning competitive examinations. Suspension, removal, fine, reduction, or discharge of employees in the noncompetitive class are subject to all the provisions of Rule XVI.

[See general instructions on reverse side]

Sheet No. ------

QUARTERLY EFFICIENCY RATING REPORT TO CIVIL SERVICE COMMISSION

Reports must be made for the quarterly periods ending March 31, June 30, September 30, and December 31.

A separate report is to be prepared for the employees in each service (clerical, engineering, etc.) under each rating officer and forwarded to the civil service commission not later than the 10th of the month following the ended period.

Report for period----------
Department ----------
Bureau----------

Names of all employees in the same service under each rating officer are to be entered in alphabetical order, grouped according to grade, in the space below, and the ratings made in per cent under each factor of efficiency.

Rating scale: Exceptional, 90 per cent or above; very good, 85 to 90 per cent; good, 75 to 85 per cent; fair, 70 to 75 per cent; unsatisfactory, below 70 per cent. Very few employees should be rated as exceptional; comparatively few as very good. The majority of employees render average good service.

The weights of the factors of efficiency for supervisory or administrative positions and field workers are: Quality of work, 4; quantity of work, 4; personality, 2; attendance, 0; discipline, 0; total, 10.

For positions under supervision: Quality of work, 4; quantity of work, 3; personality, 1; attendance, 1; discipline (the maximum rating for discipline shall be 90), 1; total, 10.

Rating officers are requested to enter ratings under quality of work, quantity of work, personality, and discipline, and to make accurate report on days absent, times tardy, and other delinquencies of attendance. The civil service commission will enter the rating for attendance and compute the general averages.

Name of employee	Title of position	Factors of efficiency					Times tardy	Days absent	General average	Approved by civil service commission	Date of approval
		Quality of work	Quantity of work	Personality	Discipline	Attendance					

Approved: ----------
(Head of bureau or division)
Approved: ----------
(Head of department)
Correct: ----------
(Rating officer)

[Reverse]

GENERAL INSTRUCTIONS

1. Efficiency ratings are required for establishing efficiency and supervisory control over employees; for recording meritorious service; for determining credits to which candidates are entitled in promotion examinations, and for establishing, on the basis of relative efficiency, the order of lay-off, reinstatement, transfer, etc.

2. Quarterly efficiency-rating reports shall be made by the rating officers designated by department heads for all persons in the classified service. These reports shall be submitted within ten days after the ended periods, March 31, June 30, September 30, and December 31, and shall be based on the principle of comparison, considering the quality and quantity of work done, personality, attendance, and discipline.

3. The factors of efficiency shall be:

	Weight A	Weight B
(*a*) Quality of work: In positions involving duties performed independently or under supervision, this shall be measured (weight A) by the degree of excellence of the service rendered, attitude toward the work required, attention, certainty of action, thoroughness, accuracy, neatness, originality, initiative, technique, and organization of work; in positions involving duties partly or wholly supervisory or administrative, it shall be measured (weight B) by decisiveness, discretion, tact, system, ability to plan and organize work and direct employees, and quality of group output	4	4
(*b*) Quantity of work: In positions involving duties performed independently or under supervision, this shall be measured (weight A) by the volume or amount of work output compared with a reasonable standard output, speed, promptness, industry, diligence, and energy; in positions involving duties partly or wholly supervisory or administrative it shall be measured (weight B) by efficiency of labor, quantiy of group output, and results	3	4
(*c*) Personality: This shall be measured by the employee's faithfulness, loyalty, truthfulness, honesty, courtesy, willingness, and influence on fellow workers	1	2
(*d*) Attendance: This shall be measured by the employee's presence for duty at the time and on the days required of him	1	0
(*e*) Discipline: This shall be measured by the employee's adherence to the regularly prescribed rules and regulations, by his obedience to orders, civility, habits, and actions toward superior officers, fellow workers, and the public	1	0
Total weights	10	10

4. Ratings under each factor of efficiency shall be entered in per cent, and the efficiency-rating scale shall be as follows:

A rating of 90 or above shall be considered equivalent to exceptional.
A rating between 90 and 85 shall be considered equivalent to very good.
A rating between 85 and 75 shall be considered equivalent to good.
A rating between 75 and 70 shall be considered equivalent to fair.
A rating below 70 shall be considered unsatisfactory.

Very few employees should be rated as exceptional and a small proportion as very good. The great majority of employees render average good service.

5. The rating for attendance will be made by the civil service commission (may be made by rating officer if desired) on the basis of the data as to the days absent with or without leave, times tardy, or other acts affecting attendance. Late in the morning, at lunch hour, or leaving before closing hour are to be entered as times tardy. (From 100 subtract 2 for each time tardy, 5 for each day absent without leave, 1 for each day absent with leave, and make debits for other delinquencies.)

6. *Discipline.*—A rating of 90 shall be the maximum rating under this factor and debits shall be made from this rating as imposed.

7. *Overtime and special service.*—No efficiency credit shall be allowed for overtime work performed by an employee, unless the reasons therefor are first submitted to and approved by the personnel committee of the servcie and the civil service commission. Any recommendation for credit under this item made by the rating officer and approved by the department head must accompany this report.

(Budget Form 2.)

Salaries and Wages for Fiscal Years Ending June 30

*Name of department, institution, etc*_____

Give name and approved standard title of present incumbent. Every position now drawing salary or wages or which has drawn salary or wages since July 1, 1924, must be listed. Positions must be arranged in groups according to title, and duties and subtotals shown for each group		State pay from any other sources ("Yes or No")	1925	1926	Annual value food-lodgings paid servants, etc.	†Kind of maintenance	1927		Recommended by the civil service commission for present employees	Rate for new employees recommended by the civil service commission
Name	Standard title (positions listed in groups)						*Present employees	**New employees		

*Present employees equal number of employees or positions now serving or established for which appropriations are provided.
** New employees equal new positions or additional employees for established positions.
Name of department, etc., must appear on each sheet.
† 1M, 2M, 3M, L. M. (lodging and meals), S. (sustenance, including house or apartment, services, etc.).